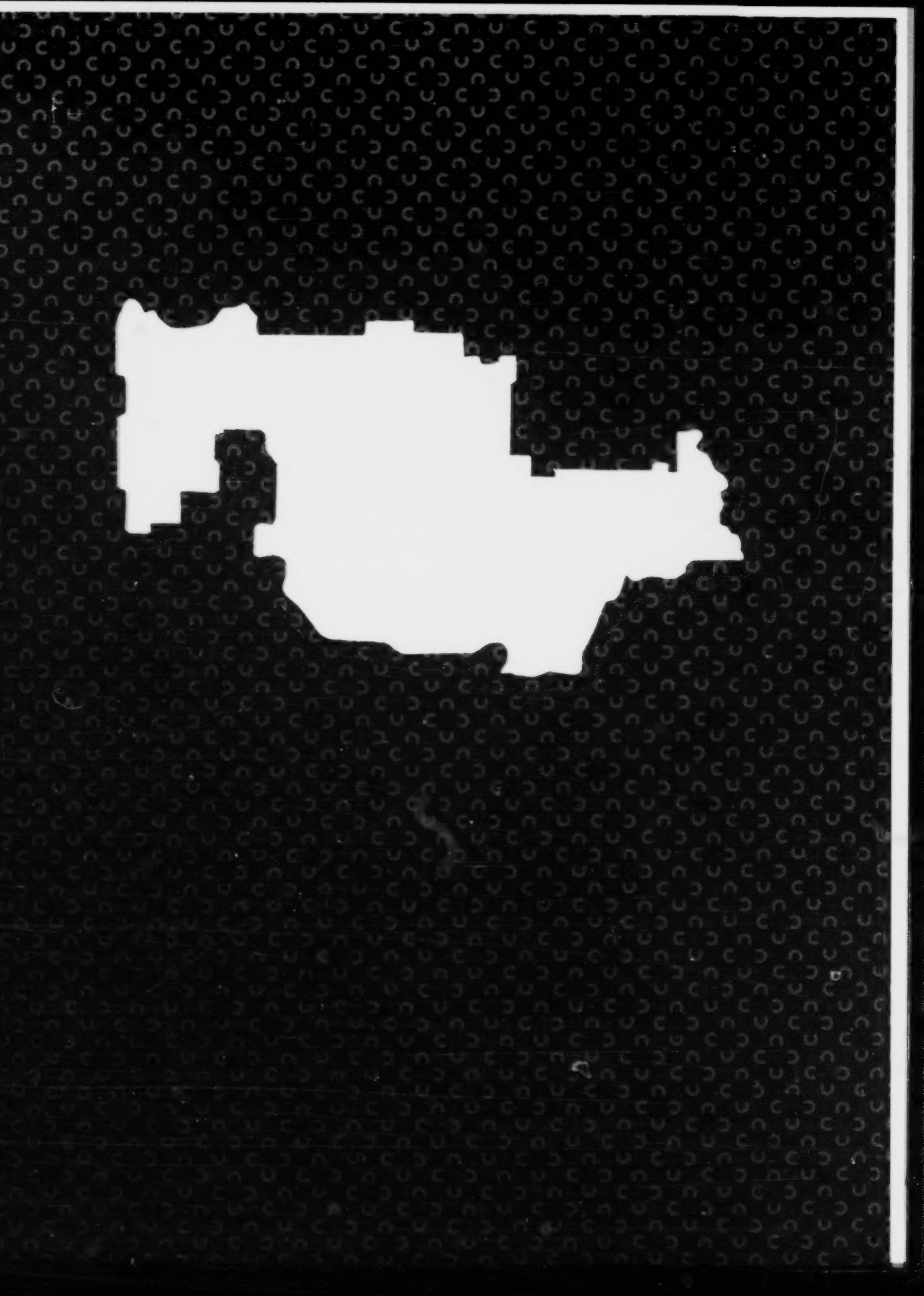
GROWING FORWARD

The Capital Region Growth Plan

MARCH 2009



CO CO DI

GROWING FORWARD

The Capital Region Growth Plan

MARCH 2009

STATEMENT FROM THE INTERIM CHAIR

We are fortunate indeed to live in one of the world's finest locations, a Province and a Region with such an abundance of resources, talents, natural beauty and dedicated citizens. The Capital Region is comprised of twenty-five municipalities, populated by well over a million people. We are different, but we have shared goals. We consider ourselves deeply fortunate to live where we do, but we also seek ongoing improvement. We are hard-working, but willing to work even harder to make the Region stronger for the generations to follow. We live on farms, on ranches, in suburbs, in downtown towers and in small municipalities, but we all feel the same deep attachment to our Region.

The existence of this Plan is a testament to the vision of the Province of Alberta and the dedicated elected leaders in the twenty-five municipalities in this Region. By creating the Capital Region Board, the Province has placed its trust in these municipalities to make long-term regional decisions that impact one of the most important areas of the Province, a Region that is an economic force powering the economies of Alberta and Canada. The elected leaders of our municipalities responded to the trust placed in them by seizing the opportunity to work together as they had never done before, and creating a plan that starts this Region on the road to a better future. If they do not already, residents of this Region should understand that the elected leaders of our municipalities are visionary people who advocate the interests of both their own municipalities and the Region as a whole.

The Capital Region is a special and unique place. The Capital Region Growth Plan is at its core a commitment to work together to capture a vision for the future of a Capital Region that is the best possible place to live, to work, and to raise a family. We present this Capital Region Growth Plan with the excitement of knowing that shaping our future together is a rare opportunity we must seize.

Christopher Sheard,
Interim Chair, Capital Region Board

TABLE OF CONTENTS

STATEMENT FROM THE INTERIM CHAIR **5**

1 EXECUTIVE SUMMARY **9**

2 FOREWORD **17**

3 CONTEXT **20**

3.1 A BRIEF HISTORY OF THE CRB AND THE PROCESS OF DEVELOPING THE PLAN 20

3.2 HOW TO READ THE PLAN 24

3.3 INTEGRATION 26

4 VISION AND SHARED UNDERSTANDINGS **28**

5 THE CONSULTATION PROCESS **30**

5.1 OVERVIEW 30

5.2 A SUMMARY OF THE FEEDBACK 32

6 GROWTH FORECAST **35**

6.1 OVERVIEW 35

6.2 TREND SCENARIO 36

6.3 ALTERNATE SCENARIO 38

6.4 CONCLUSION 41

7 LAND USE PLAN **43**

7.1 STATEMENT BY THE CHAIR OF THE LAND USE COMMITTEE 44

7.2 CONTEXT 46

7.3 SUMMARY OF EXISTING SITUATION 47

7.4 SUMMARY OF THE LAND USE CONSULTATION 48

7.5 VISION AND STRATEGIC PRINCIPLES 50

7.6 LAND USE PLAN 51

7.7 IMPLEMENTATION OF THE PLAN 54

7.8 FUTURE LAND USE INITIATIVES 58

7.9 RECOMMENDATIONS TO EXTERNAL BODIES 59

7.10 CONCLUSION 60

8 PUBLIC TRANSIT **63**
8.1 STATEMENT BY THE CHAIR OF THE TRANSIT COMMITTEE 64
8.2 CONTEXT 66
8.3 SUMMARY OF EXISTING SITUATION 68
8.4 SUMMARY OF TRANSIT CONSULTATION 69
8.5 VISION AND STRATEGIC PRINCIPLES 70
8.6 INTERMUNICIPAL TRANSIT NETWORK PLAN 72
8.7 IMPLEMENTATION OF THE PLAN 76
8.8 FUTURE TRANSIT INITIATIVES 79
8.9 RECOMMENDATIONS TO EXTERNAL BODIES 79
8.10 CONCLUSION 81

9 GEOGRAPHIC INFORMATION SYSTEMS (GIS) **83**
9.1 STATEMENT BY THE CHAIR OF THE GIS COMMITTEE 85
9.2 CONTEXT 86
9.3 SUMMARY OF EXISTING SITUATION 88
9.4 SUMMARY OF THE GIS CONSULTATION 88
9.5 VISION AND STRATEGIC PRINCIPLES 89
9.6 GIS PLAN 90
9.7 IMPLEMENTATION OF THE PLAN 92
9.8 FUTURE GIS INITIATIVES 95
9.9 RECOMMENDATIONS TO EXTERNAL BODIES 95
9.10 CONCLUSION 97

10 HOUSING **99**
10.1 STATEMENT BY THE CHAIR OF THE HOUSING COMMITTEE 101
10.2 CONTEXT 102
10.3 SUMMARY OF EXISTING SITUATION 104
10.4 SUMMARY OF THE HOUSING CONSULTATION 106
10.5 VISION AND STRATEGIC PRINCIPLES 107
10.6 HOUSING PLAN 108
10.7 IMPLEMENTATION OF THE PLAN 111
10.8 FUTURE HOUSING INITIATIVES 114
10.9 RECOMMENDATIONS TO EXTERNAL BODIES 114
10.10 CONCLUSION 117

11 IMPLEMENTATIONOF THE GROWTH PLAN 118

11.1 INTRODUCTION 119

11.2 RECOMMENDATIONS TO EXTERNAL BODIES 120

11.3 DISPUTE RESOLUTION AND APPEALS 124

12 GOVERNANCE AND THE FUTURE OF THE CAPITAL REGION BOARD 126

12.1 STATEMENT BY THE CHAIR OF THE GOVERNANCE COMMITTEE 127

12.2 GOVERNANCE ISSUES 128

12.3 FUTURE OF THE CAPITAL REGION BOARD AND THE GROWTH PLAN 130

13 STAKEHOLDER ENGAGEMENT 134

14 CONCLUSION 135

ACKNOWLEDGEMENTS 137

GLOSSARY 140

APPENDICES 153

SUPPLEMENTARY INFORMATION 153

CAPITAL REGION BOARD – WORKING GROUP ON COST ALLOCATION REPORT 154

REGIONAL BLUE RIBBON PANEL 168

SECTION 1

EXECUTIVE SUMMARY

On April 16, 2008, the Government of Alberta created the Capital Region Board Regulation under the Municipal Government Act, bringing the Capital Region Board (CRB) into existence. The Regulation laid out the Board's membership, the rights of members, and its powers and duties. It also called for the creation of a Capital Region Growth Plan that would:

- provide an integrated and innovative approach to planning for future growth in the Capital Region;
- identify the preferred future growth patterns and key future infrastructure investments that would best complement existing infrastructure, services and communities in the Capital Region, and which would also maximize benefits to the Capital Region; and
- recommend decisions in the Capital Region to sustain economic growth and ensure strong communities and a healthy environment.

The Transitional Regional Evaluation Framework, a mechanism for the approval of municipal statutory plans, was also created at this time through Ministerial Order.

The Regulation required the Growth Plan to include four Principal Components: a Land Use Plan, a Housing Plan, an Intermunicipal Transit Network Plan, and a Geographical Information Services (GIS) Plan. The challenge put before the CRB was to prepare this Growth Plan and deliver it to the Minister of Municipal Affairs by March 31, 2009.

Specific Committees were struck to guide the development of the four Principal Components. A Governance Committee was also created. Each Committee worked independently and reported on its progress at regularly scheduled CRB meetings. As Committees completed the Principal Components, they were circulated to the CRB for comment, and ultimately endorsed by the CRB. In this way, every member municipality of the CRB was aware of the progress and development of each aspect of the Growth Plan as it evolved.

From the earliest stages of the development of the Growth Plan it was clear that the implementation of the Plan would prove complex, which is why the CRB made it a priority to focus on the integration of the four Principal Components. Transit planning is impacted by Land Use Principles and Policies. Creating a long-range vision for affordable housing must consider the future location of public transit. A geographic information system can provide data to assist the Capital Region Board to make sound housing, transit and land use decisions. All components of the Growth Plan are inter-related.

During the development of the Growth Plan, extensive stakeholder consultation was conducted. The Growth Plan reflects stakeholder input in a variety of ways. The primary conduit for seeking and using stakeholder feedback was through the consultation process conducted by each Committee. Stakeholder input was also welcomed during the public sessions of the CRB meetings, where presentations from the public were encouraged.

Capital Region residents and industry were asked to provide their insights into everything from zoning to property taxes to transit preferences and the nature of community life. The development of the Growth Plan would have been impossible without the insights derived from hundreds of discussions with stakeholders in the Capital Region.

LAND USE

Land Use planning in the Capital Region is complex and challenging. The Capital Region is fortunate to have a wide range of landscapes, natural assets and economic opportunities; this is one of the rewards of living here. However, the diversity of this Region created a challenge in developing a single set of Land Use Principles and Policies to guide the development of the entire Region.

The CRB's Land Use Plan recognizes the complexity of the Region, and it makes clear that its implementation poses many challenges. The essential message is: It is in the best interests of the Capital Region for growth to occur in an integrated and strategic way. The Land Use Plan lays out a strategy to manage our expected growth, minimize our development footprint, strengthen communities, increase our transportation choices, and ensure our economic development is strongly supported.

The Land Use Principles and Policies – which constitute the essence of the Land Use Plan – were developed through passionate debate, with advice from a Blue Ribbon Panel of experts, and were informed by input from the consultation process. This set of Principles and Policies are the primary tool the CRB will use to ensure that future development in the Capital Region is consistent with the Regional Vision as set out in the Growth Plan. There are twenty-two detailed policies that fall under the following six principles.

I: **Protect the Environment and Resources**
II: **Minimize Regional Footprint**
III: **Strengthen Communities**
IV: **Increase Transportation Choice**
V: **Ensure Efficient Provision of Services**
VI: **Support Regional Economic Development**

An implementation strategy ensures that the Land Use Principles and Policies meet the Vision of the CRB Growth Plan and includes: future governance; the roles and responsibilities of the CRB; member municipalities and the Government of Alberta; a process to amend the Land Use Plan; and, a process for the review of municipal statutory plans.

The implementation of the Land Use Plan also includes future actions needed to fulfill requirements of the CRB Regulation including the identification of: Priority Growth Areas, the supply of land for residential, commercial and industrial purposes, Agricultural Lands, Buffer Areas, and development and location of infrastructure and corridors for recreation, transportation, utilities and intermunicipal transit.

PUBLIC TRANSIT

The Capital Region is a geographically large and demographically diverse area, which makes planning and implementing a regional intermunicipal transit network a challenging task. Only seven percent of trips in the Region are with public transit, which provides a significant opportunity to increase ridership as the Region grows. Public transit in the Capital Region is provided primarily by three publicly-owned operators: Edmonton Transit Systems (ETS), St. Albert Transit (StAT), and Strathcona County Transit. In addition to delivering transit services to their residents, they also deliver service under contract in Fort Saskatchewan, Spruce Grove, Morinville and Canadian Forces Base Edmonton. Intermunicipal ridership is primarily focused on the movement of students and workers from these urban centres to and from Edmonton's major employment areas – downtown, the University of Alberta and major hospitals.

There were approximately one million specialized transit trips provided for seniors and persons with disabilities in the Capital Region in 2008, however, only about one percent of these trips were intermunicipal. The Capital Region places a high priority on meeting the needs of persons who require specialized transit services.

The CRB understands that a public transit system must be convenient, competitive and accessible. Public transit in the Capital Region will be a desirable travel choice of residents and visitors because it is:

- Seamless
- Fast
- Reliable (on time and predictable)
- Safe
- Efficient
- Affordable
- Convenient
- Easily navigated
- Comfortable
- Connected to other travel modes such as walking, cycling, taxis, buses, trains and vehicles that together support a healthy lifestyle
- Cohesively linked across geographic areas via routings, schedules, fares, safety standards and facilities.

The full implementation of the Transit Component of the Growth Plan will be complex, will take place over many years and will be costly. The regional governance model, service policy, proposed route plan and transition plans focus on "quick wins" as well as longer-term priorities to enable successful implementation of the Transit Component.

There are eight priority areas in the Transit Plan (some of which are already underway) including:

- Provincial approval of the Capital Region Growth Plan
- Support of the Ongoing Role and Mandate of the Capital Region Board
- Development of a Capital Region Roadway Plan
- Public Transit in the Context of Other Public Policy Issues
- Provision of Stable Operating and Capital Funds for a Regional Transit System
- Preparation of a Cost Allocation Model
- Implementation of "Quick Wins"
- Finalize Details of the Provincial Government's "GreenTRIP" Program.

The Intermunicipal Transit Network Plan provides for the development of a more detailed Regional Transit Business Plan which would address priorities for the initial three years including the planned introduction of intermunicipal bus services, Park and Rides, the evolution of the LRT, addressing sufficient specialized services, and introducing a regional fare system. The Implementation Section of the Intermunicipal Transit Network Plan also focuses on governance and a number of issues that require resolution, such as securing funding, developing a cost allocation formula, and establishing staffing and committee representation for a new Regional Transit Committee.

This coordinated regional Transit Plan is vital to achieving the CRB's broader vision of the Region, and establishes a strong committment for an effective and coordinated intermunicipal transit service that will reap long-term benefits for the Capital Region.

GEOGRAPHIC INFORMATION SERVICE (GIS)

The Capital Region does not currently possess consistent region-wide information to support land use planning, planning and management of regional public transit, and social and market affordable housing planning, or more importantly, the interrelationships between these Principal Components. In other words, there is no regional GIS. Furthermore, the current state of GIS technology across the Capital Region is varied. Some municipalities have a well developed and mature GIS while others have not yet begun using a GIS. The GIS Plan can be broken down into three parts:

- The Business Model
- The Service Delivery Model
- Realizing a Regional GIS

To meet the needs of the Capital Region, the regional GIS must eventually be more than just a data repository and data sharing mechanism. It must have the ability to provide geographic information services necessary to support broad and complicated regional decision-making. The implementation of the Growth Plan will require extensive information not just about land use, transit and housing, but information and data about the environment, including the cumulative effects of development and the social consequences of regional decisions.

The essence of what a GIS will do is straightforward in description and complex in execution. The GIS must perform the following eight functions to be considered successful.

- It must be coordinated through the CRB.
- It must gather, maintain and share regional data.
- It must offer regional report development and information sharing.
- It must perform regional information analysis.
- It must operate a region-wide system.
- It must offer regional capacity development.
- It must align with the other Principal Components of the Growth Plan (land use, transit and housing).
- It must support the overall Growth Plan, and enable monitoring of our programs.

The GIS will be an evolving service, and the future initiatives identified in the GIS Plan include the development of public, academic and industry access to the GIS; web-based tools for region-wide land use, transit and housing planning; a cost-benefit evaluation for the first five years of the GIS; identification of broader application of the GIS to include infrastructure management, emergency management and economic development; and, a subsequent 10-year GIS Plan.

A GIS will provide the information that allows the Region to make more effective evidence-based decisions that balance quality of life with economic prosperity, social and environmental responsibility, and that enable the CRB to measure the cumulative impact of decisions on the Region.

HOUSING

Municipalities in the Capital Region have experienced a range of unintended consequences. resulting from recent high growth and escalating land and housing prices which have impacted the availability and affordability of housing throughout the Capital Region. The trend is not sustainable and has the ability to impact the Region's global competitiveness, affect its economic prosperity and a citizen's quality of life. The primary goal of the Housing Plan is to facilitate a change in development patterns to accommodate changing demographics and population growth, with an emphasis on Smart Growth principles.

The Housing Plan focuses on two housing categories: Non-Market Housing and Market Affordable Housing. Non-Market Housing is defined as housing operated, funded or created through direct government subsidies. Market Housing, which comprises 80 percent of the Region's households, is provided by the private market. Market Affordable Housing is estimated to be 20 percent of the private market-supplied housing targetted at entry level homeowners.

An "affordability gap" analysis showed that over 47,000 households in the Region are paying more than 30 percent of their income on rent. Individuals and lone parent families experience the widest gap and represent the largest share of households in need of Non-Market Affordable Housing, particularly those whose incomes are less than $35,000 annually. Those in greatest need are seniors and persons with disabilities and other special needs, many of whom live on fixed incomes.

The Housing Plan, developed with the help of extensive community and industry consultations, is organized into six objectives:

- Leadership
- Integrated Planning
- Sustainable Funding
- Education, Research and Capacity Building
- Legislation and Regulations
- Innovation, Technology and Creative Design

There are various legislative and regulatory actions that must be taken to fully realize the Housing Plan, and these are divided into Municipal, Provincial and Federal governments' actions, as well as the actions that can be taken in the area of Innovation, Technology and Creative Design. The implementation of the Plan is divided into three parts, the first of which identifies a framework for the ongoing work of the Housing Committee to address the needs of the Region. The second part introduces a Ten-Year Rolling Housing Plan. The third aspect of the Plan's implementation is to adopt a Sub-Regional Planning Model.

Housing will never cease to be an issue for the Capital Region, and recognizing this, the CRB Housing Plan has identified four future initiatives as a priority for further study and action:

- Collaborate with the building industry in the evaluation of development standards to reduce costs of building housing;
- Develop a regional education and awareness campaign to support intensification and Smart Growth principles;
- Develop a ten year rolling Housing Plan for the Capital Region; and,
- Develop and implement decision making tools to support effective housing planning.

A sufficient supply of housing is needed for this Region to continue to be globally competitive and to attract and retain a diverse and skilled work force. The CRB will need to work with all orders of government, industry, communities add not-for-profit housing organizations to ensure that housing is a regional priority.

CONCLUSION

In order to assure the long-term prosperity and sustainability of the Capital Region, the Government of Alberta set a difficult challenge in calling for the creation of a Capital Region Growth Plan. The result is a Plan that identifies community priorities to inform detailed approaches to Land Use, Transit, GIS and Housing. The Land Use Plan is a strategy to manage growth while minimizing our footprint, to strengthen communities and increase transportation choices, and to ensure strong economic development. The Intermunicipal Transit Network Plan identifies a coordinated regional vision and blueprint for intermunicipal transit. The GIS Plan maps out a process for establishing a regional geographic information service to support effective decisions and to measure the impact of those decisions. The Housing Plan lays out a path toward providing Capital Region residents with a sufficient supply and diversity of housing.

The Growth Plan also addresses issues of implementation, future initiatives, recommendations to external bodies, and the manner in which stakeholders can engage with the Capital Region Board and the Growth Plan.

"I consider it an honour to have been involved in the development of the Capital Region Growth Plan. It has been an extremely challenging and time consuming undertaking. As we continue to move forward with the implementation of the Plan our most valuable resource will be trust. Trust in the process, trust in the Plan and most importantly trust in each other. I commend the efforts of all committee members, consultants and in particular the Capital Region Board staff. It is my hope that in the decades to come this team of dedicated individuals will be remembered as truly visionary."

Anita Fisher, Mayor
TOWN OF DEVON

SECTION 2

FOREWORD

What transforms a gathering of cities and towns, of farms and high-rises, into a community, a Region? Where do we find the collective meaning of the things we share in the Capital Region? Perhaps the Capital Region is something as simple as individual stories that gather together to create history. This story is always unfolding, and the stories of the millions of lives that have made the Capital Region what it is today continue to contribute to a larger purpose, where future generations will succeed even more than their predecessors.

Alberta's Capital Region is populated by as diverse a cast of citizens as you are likely to find anywhere. We have internationally-known authors and artists living in our urban areas, just as we have ranchers on multi-generational homesteads in Lamont County producing the finest beef one will ever taste. Our landscape appears prairie-flat from above, and our lakes and rivers and ravines reward close inspection. Our climate adds to the richness of our lives. Warm summer nights are the opposite of our cold winter days with each season an essential aspect of who we are. We enjoy the relaxation and leisure of summer and rise to the challenge of succeeding in a sometimes harsh environment.

Our forebears persevered. The Capital Region has a history that hundreds of books could never capture, from the settlement of Aboriginal peoples in the area some 8,000 years ago, to the arrival of the Hudson's Bay trappers in the late 18th century, to the array of multicultural influences enriching the Region today. A Gateway to the North, a vital agricultural force, a government seat, a Region with many large post-secondary educational institutions, an area with deep ties to Francophone and Ukrainian culture, a long link to the history of the energy industry from before the days of the strike at Leduc No. 1 in 1947; all are part of the rich historical narrative of the Capital Region.

Yet as a unique and privileged community wishing to avoid complacency, we must continue to ask ourselves, "What are the benefits of being part of a larger community? Why is being part of a broader community preferable to working in isolation?" These questions and their many answers are at the heart of what it means to reside in the Capital Region of Alberta, particularly as we consider how we will grow in the generations to come. The Region is known for its combination of endeavour and community spirit, whether in the formation of a business that relies on cooperation or the volunteerism that makes possible so many community festivals and world scale events. The Region has always displayed an inspiring level of enterprise and innovation, but it is also known for its sense of shared purpose, of apparently unconnected groups working toward a larger goal, of a commitment to pitching in a project one cannot do alone but which can be achieved through the pooling of resources, ideas and enthusiasm. It is an irreplaceable element of what makes this Region such an enviable place to live and work.

This spirit of cooperation lies at the core of the creation of the Capital Region Growth Plan. Living in the Capital Region and the creation of the Growth Plan are rooted in the same simple idea: let's make the most of what we have today while working together to make it better for tomorrow.

We live in a democracy, and the Capital Region Board recognizes that collaboration does not imply unanimity, nor should it. The CRB will help guide regional decisions of the future while seeking consensus, but will also encourage and support debate and discussion. The truth that needed confronting was that in this vibrant and turbulent global economy it became clear in recent years that working as twenty-five separate municipalities was not only inefficient, but inconsistent with a fundamental aspect of life in the Capital Region; namely, the spirit of cooperation.

"It's possible to change the way people think. Look at recycling; it wasn't very popular fifteen years ago, but now it is. If we use common interest things, such as water, it causes people to rally around an issue."

– Consultation Participant

That is about to change. The next chapter of the story of the Capital Region has begun. The mandate of the Capital Region Board, as delivered by the Government of Alberta, specifically directed the CRB to prepare a Growth Plan, to advise and make recommendations to the Minister of Municipal Affairs regarding the preparation and implementation of a Growth Plan, to facilitate the resolution of issues arising from the preparation and implementation of the Growth Plan, and to implement policies for the sharing of costs of regional projects among the participating municipalities. The Capital Region Board will oversee a new era of decision-making in the Region, in which twenty-five municipalities will work together for the benefit of the Region while still maintaining and respecting the autonomy of each municipality.

It's a straightforward idea, this view of cooperating to ensure the Capital Region works smarter and better. We have been given enormous natural advantages, but it would be complacent to assume that this is enough; as with so many other things in life, those with the greatest natural gifts often prove in the end to be among the hardest workers. And so it is with life in the Capital Region and with the Growth Plan – our good fortune must be matched by our collaborative work ethic. The Capital Region is today's sacred trust and an opportunity for the betterment of tomorrow, and the Capital Region Board is privileged to be in a position to shape our future.

"The Capital Region Growth Plan is proof that municipalities can work together to serve current and future residents. Fort Saskatchewan is, and will be, an integral contributor to the Capital Region's stewardship of the resources we're blessed to have."

Jim Sheasgreen, Mayor
CITY OF FORT SASKATCHEWAN

SECTION 3

CONTEXT

3.1 A BRIEF HISTORY OF THE CRB AND THE PROCESS OF DEVELOPING THE PLAN

THE BEGINNING

On the June 12th, 2007, Premier Ed Stelmach made a statement that set into motion a process to define the Capital Region for generations to come. "To manage growth," said the Premier, as he announced the formation of the Capital Region Board, "I believe leadership by the Province and joint action by our municipalities is key to the efficient, cost-effective delivery of services, to the triple-bottom line, and to the Region's competitiveness. So today, I am releasing a road map toward that goal, and I'm confident it will lead to a long-term plan to support anticipated development in the Capital Region over the next 20 to 50 years."

Premier Stelmach's action in forming the CRB was the culmination of a series of events. For decades, Edmonton and the municipalities surrounding it shared a challenging co-existence. There was never a shortage of energy and ambition, of talent and drive. The economy of the Capital Region waxed and waned, and in the last fifteen years, has proven itself to be of global significance. But within this strong and growing economic engine, the Region proved incapable of forming a coherent overarching regional body. Various attempts were made, but it was not until Premier Stelmach and the Minister of Municipal Affairs, the Honourable Ray Danyluk, made the Capital Region Board a priority and worked to ensure that the Capital Region Board Regulation was enacted, that it became the working reality it is today.

> The success of the Capital Region Growth Plan rests on the ability of the municipalities to work together to improve collective planning and decision making regarding matters of regional importance.
>
> – Capital Region GIS Plan

THE OBJECTIVES

On April 15, 2008, the Government of Alberta approved the Capital Region Board Regulation, under the Municipal Government Act, thereby creating the Capital Region Board. The Regulation laid out the Board's membership, the voting rights of members, its powers and duties, and called for the creation of a Growth Plan. The Regulation stipulated that the Growth Plan include an integrated and strategic approach to planning for future growth in the Capital Region; to co-ordinate decisions in the Capital Region to support economic growth and ensure strong communities and a healthy environment. There were other significant elements of the Regulation, as well as a Ministerial Order that created the Transitional Regional Evaluation Framework, a mechanism for the approval of statutory plans. The Capital Region Board Regulation and the Transitional Regional Evaluation Framework are available online at www.capitalregionboard.ab.ca.

The challenge for the Capital Region Board was to prepare a Growth Plan for the Region and to deliver it to the Minister of Municipal Affairs by March 31, 2009. The Growth Plan you hold in your hands is the result of this mandate.

"Strathcona County is committed to being at the Capital Region Board table, and our unique blend of rural and urban perspectives will help build consensus. None of us can truly succeed at the expense of our neighbours; our diversity is our strength and our options are limited only by our ability to understand and respond."

Cathy Olesen, Mayor

In the Capital Region Board Regulation, the Capital Region is defined as "the lands lying within the boundaries of the participating municipalities." In the Schedule to the Regulation, the Board's participating municipalities are listed as:

- Town of Beaumont
- Town of Bon Accord
- Town of Bruderheim
- Town of Calmar
- Town of Devon
- City of Edmonton
- City of Fort Saskatchewan
- Town of Gibbons
- Lamont County
- Town of Lamont
- City of Leduc
- Leduc County
- Town of Legal
- Town of Morinville
- Village of New Sarepta
- Parkland County
- Town of Redwater
- City of St. Albert
- City of Spruce Grove
- Town of Stony Plain
- Strathcona County
- Sturgeon County
- Village of Thorsby
- Village of Wabamun
- Village of Warburg

The Capital Region Board Regulation also stipulated that the Capital Region Growth Plan contain the following four key components:

1. A comprehensive, integrated regional land use plan.
2. A regional intermunicipal transit network plan.
3. A plan to co-ordinate geographic information services.
4. A housing plan that includes recommendations for social and market affordable housing requirements for the Region.

The work on the Growth Plan components began immediately upon the creation of the Capital Region Board on April 15, 2008. The elected officials from the twenty-five member municipalities began meeting regularly from May 2008. In order to advance work on the components of the Growth Plan, the Board established four working committees, one for each of the areas listed above. In order to address overall Board administration issues, a fifth committee on Governance was also established.

"The world's best cities all have an institute of higher learning, a vibrant arts community, a solid industrial base and rapid transit. We can't compete until we add the missing link of rapid transit."

– Consultation Participant

Pursuant to the CRB Regulation, the Capital Region Growth Plan comes into effect on the date determined by the Minister of Municipal Affairs. The CRB Regulation also provided scope for the Board to consider additional Plan components. The Plan includes a description and process for the future updating or "evergreening" of this Growth Plan.

WORKING WITH PARTNERS

This Growth Plan contains a significant number of actions that will have an impact on the Capital Region's sustainability and competitiveness. To successfully implement this Plan, the CRB will need to seize the opportunities to benefit from, and coordinate with, other planning processes already in place in the Province and the Capital Region. As well, there are a number of existing planning bodies in the Capital Region whose work is regionally-focused.

The Government of Alberta has a number of Provincially-focused policy frameworks that will impact the Capital Region in the future. One of the most significant of these, the Provincial Land Use Framework, was released in December 2008. This Framework lays out the Province's strategies for land use planning and smart growth and, subject to passage of the necessary legislation, will be implemented on a regional basis beginning in 2009. The Capital Region Growth Plan is just one of many plans throughout the Province that will seek to reflect the vision, principles and outcomes of the Provincial Land Use Framework. This document can be viewed at www.landuse.alberta.ca.

In the Provincial Land Use Framework, the area encompassing the Capital Region is called the North Saskatchewan Region. It stretches from the Saskatchewan to the British Columbia borders, and it follows the drainage basin of the North Saskatchewan River. By 2010, the Province will be implementing its Land Use Framework through Regional Councils for each of the seven land use regions of Alberta, including the North Saskatchewan Region. These seven Regional Councils will receive approvals for their plans, actions, reviews, monitoring and information management approaches from the Minister of Sustainable Resource Development. Actual implementation of the Provincial Land Use Framework will be carried out by a number of partners including municipalities and regulatory bodies (e.g. the Environmental Resources Conservation Board). Even though this planning process will not be in place until 2010, every attempt has been made to align the Capital Region Growth Plan with the vision, principles and outcomes of the Provincial Land Use Framework.

The Capital Region Growth Plan also builds on other Provincial policies and planning processes in the Region, including the Provincial Energy Strategy and the Affordable Housing Strategy. The Growth Plan also supports, benefits from, and contributes to other planning bodies and service organizations operating within the Capital Region. Many of these bodies were consulted and some made presentations to the CRB during the development of the Growth Plan. For a full list of the consultation participants, refer to the Consultation sections of each of the four Principal Components of the Plan.

Ultimately, the most important partnership is the CRB itself. The twenty-five municipalities are the Capital Region Board, and, by working in a spirit of co-operataion and partnership, the twenty-five municipalities will build a strong and vibrant region for all citizens.

3.2 HOW TO READ THE PLAN

THE THREE MAJOR SECTIONS

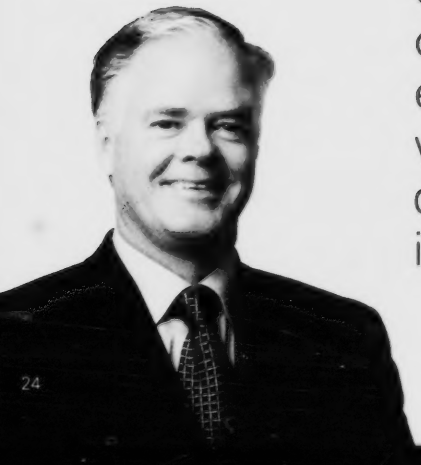
The actions undertaken by the Capital Region Board may be complex and the benefits and implications of these actions far-reaching, but the Plan itself is laid out in an uncomplicated format so as to make it accessible for the reader. The Growth Plan is organized into three distinct sections: Introductory Information (Sections 1-6), Principal Components (Sections 7-10), and Future Capital Region Board Issues (Sections 11-14) and Appendices.

A READING ROADMAP

A comprehensive reading of the Plan would include the background provided in Sections 1-6 (where the reader will find introductory statements, growth forecasts, and information on the consultation process, as well as our Vision and Shared Understandings) before proceeding to the Principal Components in Sections 7-10. However, reading the Executive Summary along with the Principal Components provides a high-level snapshot of the Growth Plan, as well as a detailed account of the four Principal Components of the Plan.

VISION AND SHARED UNDERSTANDINGS

Section 4 of the Growth Plan outlines our Vision and Shared Understandings. This is a key component of the Growth Plan, since it explains the framework and outcomes for the Capital Region Board in the future.



"Spruce Grove is proud to have been a part of the historic and important development of the Capital Region Growth Plan. This Plan establishes a cohesive framework that will enhance and improve the planning and development of our great region now and in the future."

Stuart Houston, Mayor
CITY OF SPRUCE GROVE

CONSULTATION

The Capital Region Growth Plan is a statement of intent the CRB is making to the citizens of the Region. We are pledging to do our best to ensure the Capital Region maximizes its considerable energy, resources and talent. There is no possible way to do this without hearing from the citizens of the Region. During the development of the Growth Plan, community consultations were conducted. Capital Region residents and industry were asked to provide insight and views into everything from zoning to property taxes to transit preferences, and the nature of community life. The Growth Plan could not have been completed without that essential input.

The ongoing success of the CRB and the implementation of the Growth Plan will need the support of the residents of the Capital Region. Continuing engagement with residents and industry in the Capital Region is vital to the Board's future success. With that in mind, we encourage you to read Section 5, which describes the stakeholder consultations during the development of the Growth Plan, as well as Section 13, which provides information on future stakeholder engagement. Additional information on the stakeholder consultation can be found in each of the Principal Components, and on the CRB website at www.capitalregionboard.ab.ca.

THE PRINCIPAL COMPONENTS

The four Principal Components of the Growth Plan are the sections on Land Use, Intermunicipal Public Transit, Geographic Information Services, and Housing. Each of these is organized into the same ten sub-headings for the purposes of continuity, integration and ease of reading. These sub-headings are:

1. An Opening Statement from the Committee Chair
2. Context
3. Summary of Existing Situation
4. Summary of the Consultation Process
5. Vision and Strategic Principles
6. The Plan
7. Implementation of the Plan
8. Future Initiatives
9. Recommendations to External Bodies
10. Conclusion

FOR READERS WITH SPECIFIC INTERESTS

Citizens, community groups, special interest groups, businesses, and many others will undoubtedly have a specific interest in one segment of the Plan or another, whether it is transit matters, housing recommendations, the environment, zoning, utility corridors and so on. If this is what is driving your interest in this document, it is advised that in addition to reading in the area of your greatest interest, that you also read Section 3.3: Integration, Section 4: Vision and Shared Understandings, Section 11: Implementation of the Plan and Section 12: Governance, as these sections will put the four Principal Components into context. These Sections also create a base for understanding how individual aspects of the Growth Plan fit together.

FURTHER INFORMATION

The final portion of the Growth Plan, Sections 11-14, as well as the Appendices, offers information on Implementation, Governance and the Future of the Capital Region Board, and Stakeholder Engagement. Additional detail is available online at www.capitalregionboard.ab.ca.

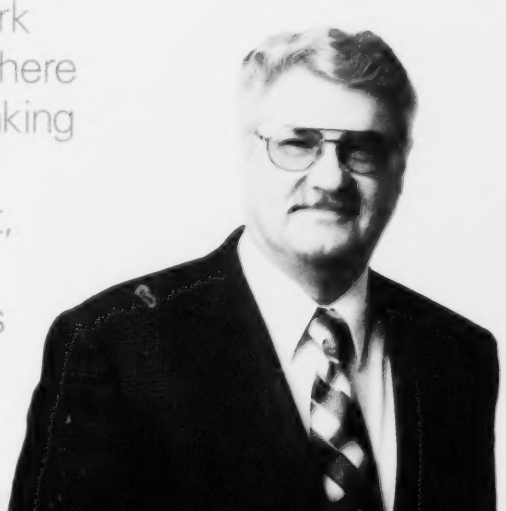
3.3 INTEGRATION

The Capital Region Growth Plan is an accessible and logical document. The actual implementation of the Plan is, and will continue to prove to be, extraordinarily complex. This is why the CRB made it a priority from the outset to focus on the concept of integration. It was clear from the start that any action plans having to do with intermunicipal transit were going to be impacted by land use decisions. Creating a long-range vision for affordable housing would be difficult without taking into consideration the future of public transit in the Region. And every aspect of this Plan is interwoven with the Geographic Information Services that the Capital Region will require as it grows and develops in complexity. Though integration, as both concept and term, appears throughout this document, it's important to emphasize that the greatest expression of integration in the Growth Plan is that which occurs between the four Principal Components. In their implementation, they will be fully integrated and interdependent.

The entire Growth Plan is also supported by regional growth projections for both population and employment. These projections were completed specifically for this Capital Region Growth Plan and provide a common basis of information to support the Transit, Land Use, Housing and Geographic Information Services Plans. This Growth Plan envisions a Capital Region with a population of 1.7 million people and 830,000 jobs by the year 2043, and it is these overall projections that informed the Plan. It is important to emphasize, however, that these are projections based on information available to the Capital Region Board in 2009. The Growth Plan is a living document, one designed to be evergreen and amended to reflect the actual population and employment growth in future.

"Leduc County is a great place to work and play. It is as well placed as anywhere to benefit from the coordinated thinking and planning the Capital Region will bring. We've got industry, the airport, agriculture, and overall we want to help make sure the Region meets its potential."

Marvin Molzan, Mayor
LEDUC COUNTY



The issues of integration and implementation were also widely discussed and highly prioritized within each of the Committees. Specific targets and approaches for ensuring integration were adopted in each of the four Principal Components.

INTEGRATION OF THE PRINCIPAL COMPONENTS

The heart of the Capital Region Growth Plan is contained in the four Principal Components: Land Use, Transit, GIS, and Housing. These four sections summarize what the CRB will do – and in some cases is already doing – in terms of specific actions. A great deal of this Growth Plan is necessarily given over to context, background, and issues of governance and consultation, but the essence of the CRB's current and future activities, and how these will impact Capital Region citizens, can be found in these four Principal Components. It's here that the full integration of the Growth Plan is best revealed, with each aspect of the plan working in harmony with the others (Appendices 2-5).

The individual Principal Component plans average one hundred pages each, yet the core of each plan is here, with specific actions and recommendations, as well as condensed versions of their approaches. The Growth Plan and its Principal Components are accessible online at www.capitalregionboard.ab.ca.

THE INTEGRATION OF ROLES AND RESPONSIBILITIES

Specific Committees guided the development of the four Principal Components (the Land Use, Transit, GIS and Housing Plans), as well as for issues related to Governance. Each Committee worked independently yet, as the overall Growth Plan was developed, each of the Committees reported on their progress at regularly scheduled CRB meetings. As Committees completed segments and successive drafts of their specified Components, they were circulated to the CRB for comment and feedback, and then ultimately for endorsement by the CRB. In this way, every member municipality of the CRB was aware of the progress and development of each aspect of the Growth Plan as it evolved.

Each Committee was chaired by a member of the CRB. The Committee structure ensured that the committees featured workable representation of elected officials from across the Region. Both urban and rural voices were heard, and individual municipalities had their concerns adequately represented. CRB staff members were assigned to act in managerial roles to assist the Committees in the development of each Component, and a variety of consultants and Blue Ribbon panellists were accessed as required. The membership roster for each Committee, as well as other contributors and participants, are contained in the Acknowledgements of this Plan.

SECTION 4

VISION AND SHARED UNDERSTANDINGS

VISION

The Capital Region is a family of diverse interdependent communities whose energy, talent and resources are combined with insightful planning processes, sound fiscal and regulatory practices, environmental sensitivity, and empathy for the underprivileged. Strong expressions of regional purpose and the ability to embrace change ensure that the social, economic, environmental, and cultural well-being of the Region's current and future residents and communities is respected and sustained.

The work on the Growth Plan involved many hours of discussion and consultation involving a broad range of stakeholders. It was a passionate and principled process. Out of these numerous discussions and debates there emerged many shared understandings. We have listed these shared understandings, which range from philosophical to more action-oriented understandings.

"Leduc is a vibrant, fast growing community and we're proud to have been a part of what the Capital Region Board accomplished in the past year. Together, we have created a vision for the future that will result in a sustainable and diverse region, an economic powerhouse ready to take advantage of the opportunities to come."

Greg Krischke, Mayor
CITY OF LEDUC

The Capital Region Board exists to:

- Plan and assist in administering projects designed to improve the quality of life for Capital Region citizens, and to act as a monitoring body for these projects.
- Establish land use practices that foster a family of diverse interdependent communities where the uniqueness of its residents, communities and natural environments are respected and supported.
- Create and administer regional intermunicipal transit services that also provide special transit services for persons with disabilities.
- Encourage programs and practices which increase the availability of affordable housing throughout the Region.
- Expand regional capacity to deliver regional geographic information services that support sustainable land use, transit and affordable housing decisions.
- Assist in coordinating the efforts and energies of the member municipalities where applicable.
- Act as a focal point for providing direction on regional projects.
- Provide insight, research and guidance, where applicable, to any and all member municipalities.
- Provide leadership to business, industry and community organizations.
- Liaise with the Provincial Government on issues and projects relating to the Capital Region.
- Provide the public with a single body to access when seeking information on regional projects.
- Maximize the potential of the Region, through promoting responsible yet visionary use of its resources, and through recognizing, supporting, and facilitating the talents and efforts of its citizens.

"The Town of Beaumont offers its residents a quality of life second to none in the Region. We wish to preserve that element for our future generations. We hope that this Plan will ensure that all residents, present and future, continue to have a choice of where to reside in this Region."

Camille Berube, Mayor
TOWN OF BEAUMONT

SECTION 5

THE CONSULTATION PROCESS

5.1 OVERVIEW

The Capital Region Growth Plan is a blueprint for the future. The Plan has been developed with the cooperation and collaboration of elected officials and administrative staff from the twenty-five members of the CRB, as well as various consultants and CRB staff. The Plan was also informed by many discussions with stakeholders in the Capital Region. The citizens of the Capital Region have a vested interest in the sustainability of the Region and the preservation of our quality of life, and this Growth Plan has honoured that interest by using consultation feedback to inform its development.

Each Committee conducted its own consultation process. Stakeholder input was also welcomed during the public segments of the CRB meetings, where presentations were encouraged. Many community groups took advantage of this opportunity to share viewpoints with the Board.

"If you look around the world at the successful city-regions, they all have one thing in common: a plan to co-ordinate land use and the delivery of essential services. This Plan positions the City of Edmonton and all Capital Region residents for that kind of success and it's exciting to be around for the start of it."

Stephen Mandel, Mayor
CITY OF EDMONTON

5.2 A SUMMARY OF THE FEEDBACK

Through many consultations in a wide variety of formats, Capital Region citizens and stakeholders shared their views about what is important to the Region's future, and how these views needed to be expressed throughout the Growth Plan. The following is a summary of what was heard:

1. **Regional coordination and cooperation is vital.** Regional decisions need to serve the larger collective good, and must also ensure that local needs are considered. Examples of areas where regional coordination was identified as valuable included water, economic development, infrastructure, transit, and Non-Market Housing needs.

2. **Individuals and businesses need to be free to make choices.** Policies governing future development patterns needed to ensure citizens and businesses continue to have choices in terms of where to live and where to locate a business.

3. **Future transparency and ongoing stakeholder involvement is important.** The Growth Plan and the CRB planning process are supportable and valuable, and ongoing engagement is vital.

4. **Transportation and road planning is key.** Better coordination of mobility options throughout the Region is needed to reduce the impact on the environment. Public transit has to be more accessible within municipalities and throughout the Region. The Region also needs to coordinate the regional investment in road infrastructure.

5. **Infrastructure prioritizing.** Regional cooperation in determining infrastructure investment priorities will be of great benefit to support infrastructure investment in recreation centres and public buildings.

6. **Environmental responsibility.** Close consideration needs to be given to ecology network as part of regional planning and public policy, to support growth and to address water management and air quality.

7. **Development Patterns.** Responsible development (in housing, public transit, and economic development) must be balanced against the need to preserve agricultural land. Densification, with the proper infrastructure to support it, is a way to enable healthier lifestyles.

8. **Funding strategies.** Regional planning has the potential to be an effective mechanism to reduce redundancies and the cost of services.

LAND USE CONSULTATION

Public consultation and stakeholder input was central to the creation of the Land Use Plan. The consultation was multi-phased and included issue identification with stakeholders, a quantitative survey and feedback from stakeholders on Land Use Principles and Policies. Extensive consultations were conducted with stakeholders from across the Capital Region. Themes that emerged from the discussions included: the tension between local and regional needs and preferences and the need for greater regional integration and co-operation; the conflict between individual and collective needs and preferences; and, the importance of preserving agricultural land and the natural environment, among other priorities.

TRANSIT CONSULTATION

The regional intermunicipal transit network is integral to the success of the Region. A Visioning Workshop laid the groundwork for the development of a common vision and operating principles for the Intermunicipal Transit Network Plan. A second consultation regarding governance involved interviews with selected stakeholders, providing information to guide the development of the Transit Governance Framework. A third consultation focused on Specialized Transit Services, the input from which formed the basis of recommendations in the Intermunicipal Transit Network Plan.

GIS CONSULTATION

The GIS Plan is based on extensive consultation, involving interviews and workshops with elected officials, municipal administrators, senior planners, and geographic information experts to identify Regional business needs, services and analysis tools required for regional planning and decision-making.

HOUSING CONSULTATION

Over fifty organizations participated in a two part community consultation to better understand barriers and solutions to providing Non-Market (social) Housing throughout the Region. Participants included housing foundations, management bodies, social service agencies, health service providers, not-for-profit housing agencies, and Municipal, Provincial and Federal governments. A wide cross-section of the population was heard from, including seniors, youths, families, persons with disabilities, the homeless, new Canadians, and Aboriginal peoples.

A two-day Market Affordable Housing workshop was held, with participants from the building industry, not-for-profit service organizations, federal and provincial housing representatives, and municipal elected officials, senior planners and housing administrators. The learnings from this workshop provided insights with respect to challenges and opportunities to increasing the supply of Market Affordable Housing, which, in addition to the key learnings from the Community Consultation, provided considerable input to the Housing Plan.

"Creating the Capital Region Growth Plan was difficult, to say the least, and although we certainly didn't agree on many things, I think we did agree that we all want the Capital Region to succeed! Sturgeon County wants to contribute to that success and ensure the Capital Region Growth Plan respects our citizens' rights and aspirations while fulfilling the Region's and the Province's hopes and expectations."

Donald Rigney, Mayor
STURGEON COUNTY

GROWTH FORECAST

6.1 OVERVIEW

The Capital Region Board Regulation stipulates that the Land Use Plan contain population and employment projections. The original intent was that these projections would aid in the development of the Land Use Plan, but it became clear as the Growth Plan developed that both the Intermunicipal Transit Network and Housing Plans would also be impacted by the projections. The material presented here is a summary of the Population & Employment Projections Report (Appendix 1 of this Growth Plan) and available online at www.capitalregionboard.ab.ca.

STRUCTURE OF THE ANALYSIS

The projections for population and employment were broken down into four timeframes (2008-2013, 2008-2018, 2008-2028, and 2008-2043), and were also examined through a variety of other demographic categories. Furthermore, there were two primary scenarios explored for the purposes of the Growth Plan. The Trend Scenario represents the 'status-quo' and a continuation of existing patterns of growth and development in the Capital Region. The Alternate Scenario takes a new approach, integrating an advanced public transit network with an environmentally sensitive approach to land use.

A considerable amount of economic data informed the preparation of these projections, and this data was compiled at the end of October 2008. Clearly, current events affect economic growth, but for the purposes of the Growth Plan, the potential for an optimistic growth scenario was evaluated in the context of provincial and national growth. Using all available data, it was determined that an optimistic, high growth scenario was appropriate. When the Alberta economy is growing, the Capital Region can maintain an average annual rate of growth that exceeds the Canadian economy by about a half of one percentage point. The additional growth for the Capital Region in this scenario assumes that the relatively high rate of investment in oil sands projects over the medium and longer term will continue. The Capital Region is assumed to be a major beneficiary of employment and economic growth associated with this investment. If actual growth is less than projected, the timeframes of the plan may be extended.

6.2 TREND SCENARIO

Future Capital Region growth was considered according to a Trend Scenario that projects the development of the Capital Region out to 2043 with no real change to current land use patterns. Approved planning documents were used to determine the type of development expected in the Trend Scenario, with particular attention to three criteria: build out capacities (how densely built any given areas is), historical trends (historical patterns of growth over differing timeframes), and new economic growth centres (any economic initiative expected to significantly impact development).

Low density residential use would continue to expand into greenfield sites as the most common form of residential land use development. The transportation choices of Capital Region residents would stay predominantly tied to the automobile, which would mean significant infrastructure investments committed to expanding road and highway networks. The development of an intermunicipal transit network would not be a high priority. There could be some intensification and redevelopment of existing built areas in the City of Edmonton and other urban locations. Development across the Capital Region would generally continue "out", not "up" to higher densities.

TREND SCENARIO PROJECTIONS - POPULATION

Historically, the Capital Region outside the City of Edmonton has grown at a faster rate than the City of Edmonton, and this is expected to continue over the projection period. However, the difference in the rate of growth between Edmonton and the rest of the Region will likely shrink. What this means is that the share of population growth projected for Edmonton and the rest of the Capital Region will be closer near the end of the projection period. Edmonton currently has approximately 70 percent of the total Capital Region population, and the rest of the Region 30 percent. The Trend Scenario Population Projection chart below shows that over the projection period the total population share shifts slightly between the Edmonton and the other parts of the Region, with Edmonton moving toward 67 percent in the long term and the rest of the Region approaching 33 percent.

Trend Scenario Population Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander 134	North	976	1,033	1,126	1,257	1,405
Bon Accord	North	1,603	1,781	2,039	2,452	2,950
Gibbons	North	2,906	3,229	3,696	4,445	5,348
Legal	North	1,252	1,357	1,516	1,735	1,938
Morinville	North	7,228	8,030	9,192	11,055	13,301
Redwater	North	2,302	2,557	2,927	3,520	4,235
St. Albert	North	58,501	64,996	72,606	85,191	99,998
Sturgeon County	North	19,204	20,310	22,135	24,719	27,608
Bruderheim	East	1,385	1,585	1,867	2,313	2,783
Fort Saskatchewan	East	17,243	19,662	23,091	29,326	38,413
Lamont County	East	3,937	4,062	4,320	4,592	4,761
Strathcona County	East	84,415	93,787	104,769	125,997	147,891
Town of Lamont	East	1,689	1,743	1,853	1,970	2,094
Beaumont	South	10,820	12,021	13,761	17,043	21,752
Calmar	South	2,004	2,227	2,549	3,065	3,688
Devon	South	6,400	7,110	8,139	9,788	11,777
Leduc City	South	20,529	22,255	24,861	28,463	31,795
Leduc County	South	12,985	14,077	15,725	18,003	20,110
New Sarepta	South	417	441	481	537	600
Thorsby	South	964	1,045	1,167	1,336	1,493
Warburg	South	632	669	729	794	887
Stony Plain 135 (Enoch)	West	1,521	1,649	1,842	2,109	2,355
Parkland County	West	29,850	32,361	36,150	41,387	46,231
Spruce Grove	West	22,380	24,865	27,776	33,404	40,191
Stony Plain	West	14,310	15,899	18,199	21,887	27,125
Wabamun	West	610	629	669	712	756
Wabamun 133A/133B	West	1,300	1,409	1,574	1,802	2,013
Region Total		**327,363**	**360,788**	**404,760**	**478,902**	**563,500**
Edmonton Total		766,742	827,512	900,833	1,019,420	1,145,279
Capital Region Total		**1,094,105**	**1,188,300**	**1,305,593**	**1,498,322**	**1,708,779**

"Bruderheim is proud to be part of the Capital Region and looks forward to working along side the Capital Region members to strengthen and build the Capital Region and Bruderheim into a vibrant, strong community that will be home to future generations."

Fred Hawryluk, Mayor
TOWN OF BRUDERHEIM

6.3 ALTERNATE SCENARIO

The Alternate Scenario is one possible alternative to the Trend Scenario that combines integration of public transit and LRT with compact growth, to minimize the development footprint and encourage more ecologically sensitive growth. It assumes more walkable communities located close to public transit to support a reduction in the Region's dependency on automobiles. The Alternate Scenario has been used as a planning tool to illustrate how different policies and approaches can impact the distribution of population and employment in the Capital Region.

The Alternate Scenario assumes a higher priority on intermunicipal public transit development and an extension of LRT service. Placing an emphasis on public transit supports infill development, increased density and maximization of existing infrastructure. Compact growth will minimize the Region's development footprint to preserve valuable agricultural and environmentally significant lands. More compact growth also encourages efficient municipal service delivery.

ALTERNATE SCENARIO PROJECTIONS - POPULATION

Preliminary Land Use Principles and Policies were developed to guide designation of land uses in the Capital Region and the direction of future development in the Alternate Scenario.

The Alternate Scenario would also mean significant overall enhancement to intermunicipal public transit in the Region.

The ability to move people is a major factor in potential growth scenarios. It is assumed that the following extensions could be made to the LRT system:

a. A new line northwest to St. Albert up to Anthony Henday Drive

b. The northeast line to Anthony Henday Drive, the southwest line to Anthony Henday Drive

c. A new line southeast through Millwoods to Anthony Henday Drive

d. A new line past West Edmonton Mall to Lewis Estates, within the City of Edmonton.

In contrast to the Trend Scenario, the proportion of the total population that will reside in Edmonton under the Alternate Scenario will increase over the projection period, from 70 percent in 2008 to 72 percent by 2043. This reflects a shift in residential development consistent with the preliminary Land Use Principles and Policies for the Alternate Scenario.

Alternate Scenario Population Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander 134	North	976	1,033	1,126	1,257	1,405
Bon Accord	North	1,603	1,781	2,039	2,452	2,950
Gibbons	North	2,906	3,729	4,446	5,945	7,348
Legal	North	1,252	1,357	1,516	1,735	1,938
Morinville	North	7,228	7,730	7,992	8,555	9,801
Redwater	North	2,302	3,057	3,927	5,020	6,235
St. Albert	North	58,501	64,996	72,606	85,191	99,998
Sturgeon County	North	19,204	19,810	21,135	23,219	25,608
Bruderheim	East	1,385	1,585	1,867	2,313	2,783
Fort Saskatchewan	East	17,243	21,162	25,591	33,826	41,913
Lamont County	East	3,937	3,966	4,170	4,492	4,661
Strathcona County	East	84,415	89,787	98,769	110,892	119,891
Town of Lamont	East	1,689	1,743	1,853	1,970	2,094
Beaumont	South	10,820	11,921	13,011	15,043	17,752
Calmar	South	2,004	2,177	2,349	2,565	2,788
Devon	South	6,400	7,110	7,639	8,538	9,777
Leduc City	South	20,529	23,830	30,211	37,963	43,795
Leduc County	South	12,985	15,802	21,175	27,753	33,110
New Sarepta	South	417	441	481	537	600
Thorsby	South	964	1,045	1,167	1,336	1,493
Warburg	South	632	669	729	794	887
Stony Plain 135 (Enoch)	West	1,521	1,649	1,842	2,109	2,355
Parkland County	West	29,850	30,861	31,150	31,887	32,231
Spruce Grove	West	22,380	24,565	26,776	30,904	36,191
Stony Plain	West	14,310	15,399	17,199	19,887	24,125
Wabamun	West	610	629	669	712	756
Wabamun 133A/133B	West	1,300	1,409	1,574	1,802	2,013
Region Total		**327,363**	**359,242**	**403,010**	**468,697**	**534,500**
Edmonton Total		766,742	829,058	902,583	1,029,625	1,174,279
Capital Region Total		**1,094,105**	**1,188,300**	**1,305,593**	**1,498,322**	**1,708,779**

TREND AND ALTERNATE SCENARIO PROJECTIONS – EMPLOYMENT

The major employment areas defined in the Trend Scenario are largely the same for the Alternate Scenario. In some instances, employment totals have either increased or decreased, depending on the application of the preliminary Land Use Principles and Policies. This illustrates that changes in development patterns can lead to shifts in the concentration of population and employment in the Capital Region.

The Alternate projections are an estimate based on one of several scenarios. The actual distribution of population and employment in the Capital Region will depend on a wide range of factors. Some of these, such as the development of an intermunicipal regional transit system, are factors the Capital Region will be able to influence. Global economic conditions are one of the factors over which the Capital Region will have little influence or control.

"The Capital Region may be the Gateway to the North, but it's also the gateway to the future. Calmar and our neighbours are right in the middle of the two things the Region does best today – agriculture and oil – but the future will bring a huge variety of challenges for our children and we need to be prepared for them."

Kirk Popik, Mayor
TOWN OF CALMAR

Alternate Scenario Population Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander 134	North	976	1,033	1,126	1,257	1,405
Bon Accord	North	1,603	1,781	2,039	2,452	2,950
Gibbons	North	2,906	3,729	4,446	5,945	7,348
Legal	North	1,252	1,357	1,516	1,735	1,938
Morinville	North	7,228	7,730	7,992	8,555	9,801
Redwater	North	2,302	3,057	3,927	5,020	6,235
St. Albert	North	58,501	64,996	72,606	85,191	99,998
Sturgeon County	North	19,204	19,810	21,135	23,219	25,608
Bruderheim	East	1,385	1,585	1,867	2,313	2,783
Fort Saskatchewan	East	17,243	21,162	25,591	33,826	41,913
Lamont County	East	3,937	3,966	4,170	4,492	4,661
Strathcona County	East	84,415	89,787	98,769	110,892	119,891
Town of Lamont	East	1,689	1,743	1,853	1,970	2,094
Beaumont	South	10,820	11,921	13,011	15,043	17,752
Calmar	South	2,004	2,177	2,349	2,565	2,788
Devon	South	6,400	7,110	7,639	8,538	9,777
Leduc City	South	20,529	23,830	30,211	37,963	43,795
Leduc County	South	12,985	15,802	21,175	27,753	33,110
New Sarepta	South	417	441	481	537	600
Thorsby	South	964	1,045	1,167	1,336	1,493
Warburg	South	632	669	729	794	887
Stony Plain 135 (Enoch)	West	1,521	1,649	1,842	2,109	2,355
Parkland County	West	29,850	30,861	31,150	31,887	32,231
Spruce Grove	West	22,380	24,565	26,776	30,904	36,191
Stony Plain	West	14,310	15,399	17,199	19,887	24,125
Wabamun	West	610	629	669	712	756
Wabamun 133A 133B	West	1,300	1,409	1,574	1,802	2,011
Region Total		**327,363**	**359,242**	**403,010**	**468,697**	**534,500**
Edmonton Total		766,742	829,058	902,583	1,029,625	1,174,279
Capital Region Total		**1,094,105**	**1,188,300**	**1,305,593**	**1,498,322**	**1,708,779**

TREND AND ALTERNATE SCENARIO PROJECTIONS – EMPLOYMENT

The major employment areas defined in the Trend Scenario are largely the same for the Alternate Scenario. In some instances, employment totals have either increased or decreased, depending on the application of the preliminary Land Use Principles and Policies. This illustrates that changes in development patterns can lead to shifts in the concentration of population and employment in the Capital Region.

The Alternate projections are an estimate based on one of several scenarios. The actual distribution of population and employment in the Capital Region will depend on a wide range of factors. Some of these, such as the development of an intermunicipal regional transit system, are factors the Capital Region will be able to influence. Global economic conditions are one of the factors over which the Capital Region will have little influence or control.

Kirk Popik, Mayor

"The Town of Gibbons Council is interested in finding solutions that will actually work, and that will be good for all the municipalities in our region. We hope that the Capital Region Board will help us achieve this goal."

William Nimmo, Mayor

Trend Scenario Employment Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander First Nation	North	232	247	269	307	329
Bon Accord	North	236	264	301	370	424
Gibbons	North	651	768	894	1,098	1,257
Legal	North	434	459	506	592	636
Morinville	North	2,095	2,460	2,919	3,657	4,230
Redwater	North	1,065	1,132	1,227	1,360	1,557
St. Albert	North	16,935	17,804	18,836	21,449	23,486
Sturgeon County	North	10,202	13,577	16,226	18,315	20,655
Bruderheim	East	270	311	366	463	546
Fort Saskatchewan	East	7,959	9,361	11,237	12,067	13,169
Lamont County	East	1,118	1,162	1,232	1,337	1,399
Strathcona County	East	26,187	29,101	32,705	32,446	35,537
Town of Lamont	East	248	258	274	297	312
Beaumont	South	1,527	1,707	1,948	2,464	3,023
Calmar	South	558	624	712	875	1,002
Devon	South	1,477	1,751	2,038	2,553	2,923
Leduc City	South	6,991	7,705	8,495	9,941	10,664
Leduc County	South	15,335	18,075	22,111	31,605	39,955
New Sarepta	South	152	162	176	201	216
Thorsby	South	547	591	645	725	770
Warburg	South	387	408	439	479	509
Enoch	West	1,198	1,321	1,485	1,737	1,865
Parkland County	West	7,106	7,832	8,805	10,299	12,077
Spruce Grove	West	7,440	8,221	9,118	11,043	12,707
Stony Plain	West	4,947	5,478	6,168	7,523	8,873
Wabamun	West	336	345	363	386	394
Wabamun 18	West	208	227	252	295	317
Region Total		117,847	135,356	155,801	183,870	214,829
Edmonton Total		428,890	450,008	489,428	547,516	617,170
Capital Region Total		546,737	585,364	645,229	731,386	831,999

Trend Scenario Employment Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander 134	North	232	247	269	307	329
Bon Accord	North	236	264	301	370	424
Gibbons	North	654	768	894	1,098	1,257
Legal	North	434	459	506	592	636
Morinville	North	2,095	2,260	2,519	3,007	3,480
Redwater	North	1,065	1,132	1,227	1,360	1,557
St. Albert	North	16,935	17,504	18,336	20,699	22,486
Sturgeon County	North	10,202	13,677	16,426	18,665	21,155
Bruderheim	East	270	311	366	463	546
Fort Saskatchewan	East	7,959	10,664	11,937	13,917	15,169
Lamont County	East	1,118	1,162	1,232	1,337	1,399
Strathcona County	East	28,187	31,051	35,205	37,146	39,537
Town of Lamont	East	248	258	274	297	312
Beaumont	South	1,527	1,657	1,848	2,314	2,723
Calmar	South	558	624	682	825	927
Devon	South	1,477	1,751	1,938	2,403	2,723
Leduc City	South	6,991	7,705	8,670	10,331	11,314
Leduc County	South	15,335	18,075	23,691	33,605	48,155
New Sarepta	South	152	162	176	201	216
Thorsby	South	547	591	645	725	770
Warburg	South	387	408	439	479	509
Stony Plain 135 (Enoch)	West	1,198	1,321	1,485	1,737	1,865
Parkland County	West	7,106	8,907	11,639	13,649	17,347
Spruce Grove	West	7,440	7,771	8,018	9,193	9,857
Stony Plain	West	4,947	5,178	5,388	6,073	6,224
Wabamun	West	336	345	363	386	394
Wabamun 133A 133B	West	208	227	252	295	317
Region Total		117,847	134,481	154,726	181,470	211,629
Edmonton Total		428,890	450,883	490,503	549,916	620,370
Capital Region Total		546,737	585,364	645,229	731,386	831,999

Trend Scenario Employment Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander First Nation	North	232	247	269	307	329
Bon Accord	North	236	264	301	370	424
Gibbons	North	654	768	894	1,098	1,257
Legal	North	434	459	506	592	636
Morinville	North	2,095	2,460	2,919	3,657	4,230
Redwater	North	1,065	1,132	1,227	1,360	1,557
St. Albert	North	16,935	17,804	18,836	21,449	23,486
Sturgeon County	North	10,202	13,577	16,226	18,315	20,655
Bruderheim	East	270	311	366	463	546
Fort Saskatchewan	East	7,959	9,364	11,237	12,067	13,169
Lamont County	East	1,118	1,162	1,232	1,337	1,399
Strathcona County	East	28,187	33,101	38,705	42,446	45,537
Town of Lamont	East	248	258	274	297	312
Beaumont	South	1,527	1,707	1,948	2,464	3,023
Calmar	South	558	624	712	875	1,002
Devon	South	1,477	1,751	2,038	2,553	2,923
Leduc City	South	6,991	7,705	8,495	9,931	10,664
Leduc County	South	15,335	18,075	22,141	31,605	45,955
New Sarepta	South	152	162	176	201	216
Thorsby	South	547	591	645	725	770
Warburg	South	387	408	439	479	509
Enoch	West	1,198	1,321	1,485	1,737	1,865
Parkland County	West	7,106	7,832	8,809	10,299	12,072
Spruce Grove	West	7,440	8,221	9,118	11,043	12,707
Stony Plain	West	4,947	5,478	6,188	7,523	8,874
Wabamun	West	336	345	363	386	394
Wabamun IR	West	208	227	252	295	317
Region Total		**117,847**	**135,356**	**155,801**	**183,870**	**214,829**
Edmonton Total		428,890	450,008	489,428	547,516	617,170
Capital Region Total		**546,737**	**585,364**	**645,229**	**731,386**	**831,999**

Alternate Scenario Employment Projection by Municipality

Municipality	Quadrant	2008	2013	2018	2028	2043
Alexander 134	North	232	247	269	307	329
Bon Accord	North	236	264	301	370	424
Gibbons	North	654	768	894	1,098	1,257
Legal	North	434	459	506	592	636
Morinville	North	2,095	2,260	2,519	3,007	3,480
Redwater	North	1,065	1,132	1,227	1,360	1,557
St. Albert	North	16,935	17,504	18,336	20,699	22,486
Sturgeon County	North	10,202	13,677	16,426	18,665	21,155
Bruderheim	East	270	311	366	463	546
Fort Saskatchewan	East	7,959	10,664	11,937	13,917	15,169
Lamont County	East	1,118	1,162	1,232	1,337	1,399
Strathcona County	East	28,187	31,051	35,205	37,146	39,537
Town of Lamont	East	248	258	274	297	312
Beaumont	South	1,527	1,657	1,848	2,314	2,723
Calmar	South	558	624	682	825	927
Devon	South	1,477	1,751	1,938	2,403	2,723
Leduc City	South	6,991	7,705	8,670	10,331	11,314
Leduc County	South	15,335	18,075	23,691	33,605	48,155
New Sarepta	South	152	162	176	201	216
Thorsby	South	547	591	645	725	770
Warburg	South	387	408	439	479	509
Stony Plain 135 (Enoch)	West	1,198	1,321	1,485	1,737	1,865
Parkland County	West	7,106	8,907	11,639	13,649	17,347
Spruce Grove	West	7,440	7,771	8,018	9,193	9,857
Stony Plain	West	4,947	5,178	5,388	6,073	6,224
Wabamun	West	336	345	363	386	394
Wabamun 133A/133	West	208	227	252	295	317
Region Total		**117,847**	**134,481**	**154,726**	**181,470**	**211,629**
Edmonton Total		428,890	450,883	490,503	549,916	620,370
Capital Region Total		**546,737**	**585,364**	**645,229**	**731,386**	**831,999**

"The Town of Gibbons Council is interested in finding solutions that will actually work, and that will be good for all the municipalities in our region. We hope that the Capital Region Board will help us achieve this goal."

William Nimmo, Mayor
TOWN OF GIBBONS

6.4 CONCLUSION

The Population & Employment Projections Report serves two important objectives. First, it establishes a baseline projection for population and employment growth in the Capital Region to 2043. The Region will experience significant growth over the next thirty-five years, and it is important to know what the Region's population and employment could be by that date.

Second, the Alternate Scenario analysis demonstrates the value of the Scenario as a planning tool. The population and employment numbers in a Scenario are of limited importance. What is important is to see how the land use characteristics of a Scenario may cause a change in the Regional development pattern and the distribution of population and employment. As the Capital Region Board monitors growth in the future, consideration of different Scenarios will allow the Capital Region Board to evaluate how the Region is moving forward to achieve the vision of the Capital Region Growth Plan.

The population and employment projections were used in the preparation of the Land Use, Intermunicipal Transit Network and Housing Plans, based on the preliminary Land Use Principles and Policies. In the Housing Plan, the population and employment projections were used to estimate the demand for certain types of housing.

The municipal projections are the same as the Regional projections – they are projections only and not to be interpreted as specific conclusions about future growth in individual municipalities. The Growth Plan and the Land Use Principles and Policies will be one of many influences on future growth in each municipality.

There are some broad conclusions that can be drawn from each scenario. Under the Trend Scenario, business as usual would mean a vibrant Capital Region, with an ever-increasing footprint and continued dependency on the automobile. This type of development would require an ever-increasing proportion of infrastructure resources to support development. The populations of Edmonton and the rest of the Region would continue to grow at more or less current rates.

Under the Alternate Scenario, growth would go "up" through densification. Growth would be more intensive, thereby discouraging urban sprawl. A stronger, more efficient and comprehensive intermunicipal transit, higher housing density and more mixed land uses would have a positive environmental impact and support sustainability. Increased housing density and mixed land uses would mean that the population of Edmonton might grow at a higher rate than the other parts of the Region. Population and employment projections for each municipality are available in Appendix 1, Population & Employment Projections Report.

In both the Trend Scenario and the Alternate Scenario, the projections are for significant growth in both population and employment throughout the Capital Region. The differences may lie in distribution and density, and the implications thereof.

PRINCIPAL COMPONENT 1:

LAND USE PLAN

7.1 STATEMENT BY THE CHAIR OF THE LAND USE COMMITTEE

The Capital Region has the greatest diversity of just about any region imaginable, which is, of course, a great part of its magic. In the space of a short drive we can go from urban modern art galleries and concert halls straight out to a dairy farm to buy home made cheese. It's one of the great things about our Region, this diversity, but it's also a factor in what makes developing a Land Use Plan such an incredible challenge. There are many different land use priorities at work, and that is to be respected.

Different perspectives and priorities did lead to many spirited debates. In the end, the work done by the CRB in developing the Land Use Plan was a process of great detail and analysis, of compromise and resolution, and of learning and listening. As Chair of the Land Use Committee, I can say that I was chief among those who benefited from the process.

I know we still have a great deal of work to do and we are mindful of many of the deadlines and tasks which we will have to turn our attention to almost immediately. At the same time, we have already come a long way. We also know that, technically, land use planning is a journey that will never come to an end. Our tasks will be ever evolving, as our Region grows and changes and requires new and flexible thinking.

In the end, this document is the result of a shared vision, tremendous problem-solving, great flexibility and more than anything else, the desire to move forward. We all know that

we have begun to shift away from old habits. And while the Capital Region had a history of difficulty in finding agreement as one Region, this Land Use Plan, and the whole Growth Plan process, is proof that we are starting to overcome some of these challenges and anticipate new times.

I'd like to take this chance to thank the Board and particularly the members of the Land Use Committee for their incredible effort and determination in getting us to this point. We have work yet to do, but thanks to the endeavours of these people we now have a framework for how to go about doing this very important work.

Stephen Mandel, Mayor of Edmonton
Chair, Land Use Committee

7.2 CONTEXT

PLACING LAND USE IN CONTEXT

The Government of Alberta called for the Capital Region Growth Plan to include an integrated and strategic approach to planning for future growth. This meant identifying broad development patterns, as well as future infrastructure investments, that would best complement the existing infrastructure, services and land uses in the Capital Region. The underlying objective is to coordinate our regional decisions in order to sustain economic growth, ensure strong communities and a healthy environment. To support this objective, the CRB Regulation called for a Land Use Plan. The relevant section of the Regulation is below.

Municipal Government Act
CAPITAL REGION BOARD REGULATION
Part 2
Preparation of Capital Region Growth Plan
Contents of Plan

12 (1)(a) a comphrehensive, integrated regional land use plan for the Capital Region that includes the following:

(i) population and employment projections
(ii) the identification of
  a) priority growth areas
  b) land supply for residential, commercial and industrial purposes
  c) agricultural lands
  d) buffer areas
  e) density of development
  f) the development and location of infrastructure
(iii) the identification of corridors for recreation, transportation, utilities, and intermunicpal transit
(iv) policies regarding environmentally sensitive areas
(v) policies for the co-ordination of planning and development among the participating municipalities
(vii) specific actions to be taken by the participating municipalities to implement the land use plan

"The Town of Morinville is excited about moving forward and pleased to be a vibrant part of the Capital Region Board's Plans. I have enjoyed the process in development of the Plan".

Lloyd Bertschi, Mayor
TOWN OF MORINVILLE

7.3 SUMMARY OF EXISTING SITUATION

OVERVIEW

Land use planning in the Capital Region is complex and challenging. This was evident in the development of the Land Use Plan. The Capital Region is fortunate to have such a wide range of landscapes and economic opportunities. However, this diversity of viewpoints has led to many challenges in realizing commonly held principles of land use planning for the entire Region. The CRB's Land Use Plan recognizes the complexity of the Region, and the many challenges of implementation. The key message is clear: It's in the best interests of the Capital Region and its residents to plan the Region's growth in an integrated and strategic way. The Capital Region will grow, and the Land Use Plan lays out a strategy to minimize our development footprint, strengthen communities throughout the Region, increase our transportation choices, and ensure that economic development is strongly supported.

> How we grow in the Capital Region will affect a household's transportation choices, commute patterns and consumption of energy and other natural resources.
>
> – Capital Region Housing Plan

PROVINCIAL LAND USE FRAMEWORK

The Provincial government has adopted a Provincial Land Use Framework that supports regional land use planning, decision-making and research across the Province. This comprehensive document (available online at www.landuse.alberta.ca), is a Framework to guide the management of public and private lands and natural resources, all directed toward Alberta's long-term economic, environmental and social goals. The Capital Region will become part of the North Saskatchewan Regional Plan once this plan is prepared and adopted, and amendments to the Capital Region Growth Plan may be required. In the interim, this CRB Land Use Plan has been evaluated against the three desired outcomes stated in the Provincial Land Use Framework, which are:

- Healthy economy supported by our land and natural resources
- Healthy ecosystems and environment
- People-friendly communities with ample recreational and cultural opportunities

The "Compliance Checklist" that follows the Land Use Principles and Policies section shows how the Land Use Principles and Policies are aligned with the desired outcomes of the Provincial Land Use Framework.

7.4 SUMMARY OF THE LAND USE CONSULTATION

OVERVIEW

Public consultation and stakeholder input have been key to the development of the Growth Plan and, in particular, the Land Use Plan. Extensive consultations were conducted throughout the Region with a broad range of stakeholders beginning in the fall of 2008.

There were three objectives:

- To engage stakeholders to test the vision and principles developed by the Land Use Committee.
- To identify themes and key issues while exploring attitudes around these topics.
- To provide feedback to inform the draft plan as it moved through its development.

Participants for the consultations were chosen to reflect the geographical mix of the Capital Region, the diverse range of occupations/specializations, and stakeholder concerns. The findings are summarized as the Planning Themes and Land Use Issues.

PLANNING THEMES AND LAND USE ISSUES

Summarizing some of the themes that emerged from the consultations involves examining the tension that was apparent between local and regional needs and preferences. Some participants expressed a desire for the continuation of responsive local control over land use decisions. Other participants acknowledged the need for greater regional integration and cooperation. Many of these same tensions and concerns were identified by participants when it came to identifying the land issues they felt were most of concern.

Land Use Consultation
Planning Themes
1. Personal Needs vs. Collective Priorities
2. Personal Choice vs. Regional Consistency
3. Pragmatic Local Solutions vs. Regional Vision
Land Use Issues
1. Transportation and Roads
2. Environmental Concerns
3. Agricultural Lands
4. Infrastructure Issues
5. Development Pressures
6. Taxes and Spending
7. Process and Governance

To gain broad public and stakeholder support for a regional land use plan it is important to acknowledge the tension between individual and collective needs and preferences. The Capital Region Board is pleased with the results of the consultation and recognizes that the Land Use Plan could not have been completed without such insights. It also understands that consultation has to be as much a part of the ongoing evolution of the Plan as any other element.

A summary of the Consultation is contained in Appendix 2 of the Land Use Plan, or online at www.capitalregionboard.ab.ca.

"Wabamun has a great small community atmosphere coupled with all the amenities and recreation you'd find in larger centres. Being near industry, the highway and on Lake Wabamun means we're going to experience ongoing success as the Capital Region develops."

Art Erickson, Councillor
VILLAGE OF WABAMUN

7.5 VISION AND STRATEGIC PRINCIPLES

To ensure that the Land Use Plan would be informed by a vision broad enough for a project of this scope, the Committee held a visioning session in July 2008 to develop the vision for the Plan:

VISION

> The Capital Region is a family of diverse, interdependent communities within a prosperous, sustainable region; a Region where the unique qualities of its residents, communities and natural environments are respected and supported; and a Region that adapts to and promotes change to ensure the social, economic and cultural well-being of its residents and communities, and that sustains its natural and human environments.

From the Vision, the Committee developed preliminary Land Use Principles to guide the work on the Plan. The Principles addressed the environment, economy, and community. The Land Use Principles were then refined by the Committee through the planning process, with input from the Blue Ribbon Panel, and ultimately led to six main themes:

1. Protect the environment and resources;
2. Minimize the regional footprint;
3. Strengthen communities;
4. Increase transportation choice;
5. Ensure efficient provision of services; and,
6. Support regional economic development.

"The Region needs to consider the environment to be competitive. We have to start selling ourselves in a way that says we're industrially intensive but also environmentally proactive."

– Consultation Participant

7.6 LAND USE PLAN

OVERVIEW

While there was extensive debate among Committee members about planning for future growth of the Capital Region, the Committee also faced two challenges: addressing the requirements of the Regulation while also crafting a planning framework for the Capital Region.

Drawing on the six main themes, the Land Use Principles and Policies are the result – they are the essence of the Land Use Plan. The Land Use Principles and Policies were developed through extensive Committee debate, with advice from the Blue Ribbon Panel and consultants, and informed by input from the consultations. The Land Use Principles and Policies are the primary tool that the CRB will use to ensure that future development in the Capital Region conforms to the Vision of the Growth Plan.

> To support more sustainable development there will be an emphasis on more effective coordination of planning for greater mixed-use communities that include efficient transportation options and reasonable access to employment centers to reduce commute time and the impact on the environment.
>
> – Capital Region Housing Plan

"With a reputation as one of the greenest and safest communities in Canada, St. Albert is also proud of its history, heritage and people. Working together with the Capital Region will further establish St. Albert as a completely sustainable place to live, work and play."

Nolan Crouse, Mayor
CITY OF ST. ALBERT

I: Protect the Environment and Resources

Principles

a. Preserve and Protect the Environment
b. Preserve Agricultural Lands
c. Protect Natural Resources
d. Minimize the Impact of Development on Regional Watersheds and Airsheds
e. Minimize the Impact of Heavy Industrial Developments

II: Minimize Regional Footprint

Principles

a. Identify, Protect and Prioritize Lands for Regional Infrastructure
b. Concentrate New Growth Within Priority Growth Areas
c. Allow Growth Outside of Priority Growth Areas
d. Support Expansion of Medium and Higher Density Residential Housing Forms
e. Support Cluster Country Residential Development

III: Strengthen Communities

Principles

a. Create Inclusive Communities
b. Support Healthy Communities
c. Support Public Transit
d. Support Innovative and Affordable Housing Options

IV: Increase Transportation Choice

Principles

a. Integrate Transportation Systems with Land Use
b. Support the Expansion of Transit Service in Various Forms

V: Ensure Efficient Provision of Services

Principles

a. Design Integrated Physical Infrastructure within the Region
b. Maximize Utilization of Existing Infrastructure

VI: Support Regional Economic Development

Principles

a. Ensure a Supply of Land to Sustain a Variety of Economic Development Activities
b. Attract and Retain Individuals and Families with a Diverse Range of Skills to the Capital Region to Satisfy the Region's Economic Development Goals
c. Support Regional Prosperity
d. Position the Capital Region Competitively on the World Stage

POLICIES

The policies of the Land Use Plan are action statements to guide decisions. The Policies are included in Section 2.2 of the Land Use Plan.

COMPLIANCE WITH LAND USE FRAMEWORK

The CRB used the Provincial Land Use Framework as a point of reference to ensure that the Land Use Plan complies with the Provincial mandate. The compliance checklist is provided below.

CRB Land Use Principles and Policies	Compilance with Provincial Land Use Framework		
	Healthy Economy	Healthy Environment	People-friendly Communities
1. Protect the Environment and Resources			
a. Preserve and Protect the Environment	✓	✓	
b. Preserve Agricultural Lands	✓	✓	
c. Protect Natural Resources	✓	✓	
d. Minimize the Impact of Development on Regional Watersheds and Airsheds		✓	
e. Minimize the Impact of Heavy Industrial Developments		✓	
II. Minimize Regional Footprint			
a. Identify, Protect and Prioritize Lands for Regional Infrastructure	✓		
b. Concentrate New Growth within Priority Growth Areas		✓	
c. Allow Growth Outside of Priority Growth Areas	✓		
d. Support Expansion of Medium and Higher Density Residential Housing Forms		✓	✓
e. Support Cluster Country Residential Development		✓	✓
III. Strengthen Communities			
a .Create Inclusive Communities		✓	✓
b. Support Healthy Communities		✓	✓
c. Support Public Transit		✓	✓
d. Support Innovative and Affordable Housing Options		✓	✓
IV. Increase Transportation Choice			
a. Integrate Transportation Systems with Land Use		✓	✓
b. Support the Expansion of Transit Service in Various Forms	✓	✓	✓
V. Ensure Efficient Provision of Services			
a. Design Integrated Physical Infrastructure within the Region	✓	✓	✓
b. Maximize Utilization of Existing Infrastructure	✓	✓	✓
VI. Support Regional Economic Development			
a. Ensure a Supply of Land to Sustain a Variety of Economic Development Actitivities	✓		
b. Attract and Retain Individuals and Families with a Diverse Range of Skills to the Capital Region to Satisfy the Region's Economic Development Goals	✓		
c. Support Regional Prosperity	✓		
d. Position the Capital Region Competitively on the World Stage	✓		

LEGISLATIVE REQUIREMENTS

While the Principles and Policies are the essence of the Land Use Plan, the CRB Regulation also identified requirements for the Land Use Plan. The requirements are addressed in the Land Use Plan, and, in some cases, more work is required to fully comply with the Regulation. How the Land Use Plan addresses the Regulation and the additional work required, is explained more fully in the Land Use Plan (Refer to Appendix 2, Land Use Plan).

7.7 IMPLEMENTATION OF THE PLAN

OVERVIEW

With Principles and Policies in place, and a strategy to meet the requirements of the Regulation in place, an Implementation strategy was critical to ensure that the Land Use Plan meets the Vision of the CRB Growth Plan. The implementation strategy includes: governance; the roles and responsibilities of the CRB; member municipalities and the Government of Alberta; a process to amend the Land Use Plan; and, a process for reviewing municipal statutory plans.

GOVERNANCE

Strong governance is critical to the success of a planning process. Given the strict timelines for developing the Growth Plan and the broad range of views raised in debate, some elements of the Governance strategy require further work before being finalized. Once the Growth Plan has been approved by the Provincial government, the CRB will take the following actions under its Governance Strategy.

Governance Strategy

Land Use Committee

1. Oversee the implementation and co-ordination of the Land Use Plan.
2. A membership that represents geographic areas and different types of municipalities.
3. Implement the Plan's Agricultural Land and Country Residential land use policies.
4. Within one month of the approval of the Plan, develop and adopt an overall process with associated timelines for the completion of the implementation strategy and the additional work required to meet the CRB Regulation. Best efforts will be taken to complete implementation within one year of approval of the Capital Region Growth Plan.

The Regional Evaluation Framework (REF)

1. Will succeed the Transitional Regional Evaluation Framework (TREF).
2. The CRB will develop criteria and finalize procedures to evaluate new municipal statutory plans and statutory plan amendments to ensure consistency with the Capital Region Board Plan.
3. REF mirrors the roles and responsibilities of TREF.

ROLES AND RESPONSIBILITIES

The role of the CRB is to ensure the adoption and implementation of an effective Growth Plan for the Capital Region in relation to the Land Use Plan, the CRB will be the governance body through which plan amendment requests will be processed. The CRB and member municipalities will work collaboratively and in a coordinated manner, although each will have clear roles and responsibilities.

ROLES AND RESPONSIBILITIES: CRB

To implement the Plan, the CRB will:

1. Review, require amendment if necessary, and approve the Municipal Development Plans (MDPs) of municipalities as they are submitted to the CRB.
2. Review and approve any subsequent new statutory plans, amendments to MDPs and other statutory plans.
3. Establish processes for the ongoing administration of the Land Use Plan by the CRB through the Land Use Committee, which may include but are not limited to the following:
    - Develop criteria for the evaluation of applications by the CRB to determine whether the approval is consistent with the Plan.
    - Develop a set of monitoring indicators and tools to assist in charting the implementation of principles and policies.
    - Prepare annual reports for the Provincial government, member municipalities, stakeholders, and the general public. These reports will summarize change and cumulative impacts in order to determine whether the CRB and municipalities are meeting the principles and policies of the Plan.
    - Complete a comprehensive review, including public consultation, of the Plan at least every five years.
    - Prepare a Regional Context Statement to ensure compliance with the North Saskatchewan Regional Plan (once prepared) and the Provincial Land Use Framework.
    - Prepare an Annual Evaluation Report template.
    - Develop and finalize a procedure to amend the Plan.

ROLES AND RESPONSIBILITIES: MUNICIPALITIES

To implement the Plan, the municipalities will:

1. Submit a copy of their current/existing MDP (and where they exist, IDPs) to the CRB for information within three months after the approval of the Plan by the Minister.
    - A cover letter indicating that the MDP (and IDP) either conforms or does not conform to the Plan must accompany the MDP document, including a description of any areas of non-conformity.
2. Update/amend all statutory plans and bylaws, as needed, to comply with the Plan.
3. Ensure that all statutory plans come into conformance with the Plan.
4. Complete Annual Evaluation Reports and submit them to the CRB.
5. Notify the CRB of any new statutory plans, or amendments to statutory plans, that are consistent with their respective MDPs and IDPs and conform to the Plan.
6. Submit to the CRB any new statutory plans or amendments to statutory plans that do not conform to their MDPs , IDPs or the Plan.

ROLES AND RESPONSIBILITIES: THE GOVERNMENT OF ALBERTA

The Plan's vision for the Capital Region must be a shared vision with the Government of Alberta as a strategic partner. In implementing the Plan with the Government of Alberta, the Capital Region Board notes the following:

1. The Government of Alberta is intending to implement the Provincial Land Use Framework and establish legislation for mechanisms and approaches for the preservation of agricultural lands. The Capital Region Board wants to work with the Government of Alberta on this issue to further address the requirement to identify agricultural lands.

2. Alberta Environment, as a Ministry of the Government of Alberta, approves private communal sewage disposal systems and requires municipalities to assume responsibility and liability for the ongoing operation of these systems. The Capital Region Board wants to work with Alberta Environment on this issue to fulfill the Cluster Country Residential policy of the Plan.

3. A number of Boards operate under a mandate from the Government of Alberta. These include the Alberta Utilities Commission, the Energy Resources Conservation Board, the Natural Resources Conservation Board and the Municipal Government Board. The decisions of these Boards remain directive to municipalities in the Capital Region.

CAPITAL REGION LAND USE PLAN AMENDMENT PROCESS

The Land Use Plan and the Implementation Strategy will guide and manage growth in the Region in the coming decades. Given the dynamic nature of the Region's economy, there is the potential for amendments to the Land Use Plan. The process for a municipality to submit a Plan amendment request is:

Land Use Plan: Amendment Process

1. The request must include a copy of the proposed plan amendment, documentation to explain the rationale for the amendment, documentation of the public consultation process undertaken to date and, where relevant, a summary of any intermunicipal issues.
2. The CRB administration will review the application and prepare a recommendation to the Land Use Committee.
3. The applicant municipality must be the sole presenter of the application to the Land Use Committee and to the CRB.
4. The LUC will make a recommendation to the CRB to support, modify or reject the proposed amendment.
5. The CRB will not hold a public hearing on an amendment to the Plan.

REVIEW OF STATUTORY PLANS

Municipalities will need to create new statutory plans or amend existing plans, although the timeframes will vary from municipality to municipality. The review and approval of statutory plans by the CRB will follow the process outlined in Appendix 2 (Land Use Plan) of the Capital Region Growth Plan.

REMEDIES

In the event that there is concern about a Capital Region Board decision, an appeal on a Capital Region Board decision can be made to the Court of Queen's Bench on all matters.

7.8 FUTURE LAND USE INITIATIVES

To implement the Land Use Plan, the additional work shown below is required to fully comply with the mandate in the CRB Regulation.

1. **Identification of Priority Growth Areas**
   Evaluation tools will be developed to establish a process for determining regional priority growth areas. Once identified, the priority growth areas will be mapped and included as an update to the Land Use Plan.

2. **Identification of Land Supply for Residential, Commercial and Industrial Purposes.**
   Municipalities will prepare annual evaluation reports which the CRB will use to monitor the supply and availability of residential, commercial and industrial lands throughout the Region.

3. **Identification of Agricultural lands**
   A recommended implementation process for determining agricultural lands is contained in the Land Use Plan. Once identified, agricultural lands will be mapped and included as an update to the Land Use Plan.

4. **Identification of Buffer Areas**
   Buffers must be defined and identified in the respective MDP's to address the unique circumstances and requirements of each municipality. Municipal policy must also include appropriate risk mitigation strategies, where appropriate.

5. **Identification of Density of Development**
   A recommended implementation process for determining Country Residential areas is contained in the Land Use Plan. Once identified, Country Residential areas will be mapped and included as an update to the Land Use Plan.

6. **Identification of Infrastructure and Corridors**
   Ongoing dialogue with Alberta Transportation, Alberta Infrastructure, and the Federal government will be a necessary function of the CRB to ensure that CRB priorities and regional infrastructure initiatives and fundi g are consistent and to assist in determining alignments for linear infrastructure.

"If you look at any great examples of good planning models, they had to work within land constraints and hard to rise. How do we make this a good place to live? They increased the density. We have to get beyond this idea that land is free forever, because it isn't."

– Consultation Participant

7.9 RECOMMENDATIONS TO EXTERNAL BODIES

The Implementation of the Land Use Plan cannot take place without the actions of other stakeholders. The following recommendations will facilitate the successful implementation of the Land Use Plan.

7.9.1 **Recommendations to the Government of Alberta for Legislative Amendments, Action or Policy Change**

1. That legislative enabling provisions be introduced to adopt the Regional Evaluation Framework (REF) to succeed the Transitional Regional Evaluation Framework (TREF).
2. That legislative enabling provisions be introduced to establish that an appeal of a Capital Region Board decision can be made to the Court of Queen's Bench on all matters.
3. Within the context of the Land Use Framework, that the Government of Alberta establish provisions for the preservation of agricultural lands by 2010.
4. That the Government of Alberta undertake a review of standards with respect to private communal sewage treatment systems to identify ways to allow more flexibility in the approval and use of such systems in the Capital Region.
5. That the Government of Alberta collaborate with the Capital Region Board to identify and protect land required for future transportation and utility corridors (TUC) within the Capital Region.

7.9.2 **Regional Partnerships**

In order for the Capital Region Board to realize the regional Vision in the Capital Region Growth Plan and, more specifically, to realize the Principles and Policies of the Plan, the Board must establish partnerships with other external bodies that are involved with growth and development in the Capital Region.

Regional Partnerships to be established between:

1. Alberta's Industrial Heartland Association and the Capital Region Board to coordinate planning and development activities in the Capital Region.
2. Capital Region regional infrastructure organizations (e.g. EPCOR, Alberta Capital Region Wastewater Commission, individual Water Commissions) and the Capital Region Board to collaborate on the development of regional infrastructure in the Capital Region.
3. The Water Management Framework and the Capital Region Board to collaborate on the withdrawal and discharge of water from the North Saskatchewan River.
4. Edmonton Regional Airports Authority and the Capital Region Board to collaborate on the development of Port Alberta and other airport-related activities within the Capital Region.
5. Alberta Environment and conservation organizations and the Capital Region Board to collaborate to identify and protect environmentally sensitive areas and natural features.

7.10 CONCLUSION

> The Capital Region will need to plan and make its decisions differently than in the past to preserve the quality of life currently enjoyed by it's citizens. Through a shared vision and a commitment to common growth principles and policies, the Region has an opportunity to ensure long-term sustainability.
>
> – Capital Region Geographic Information Services Plan

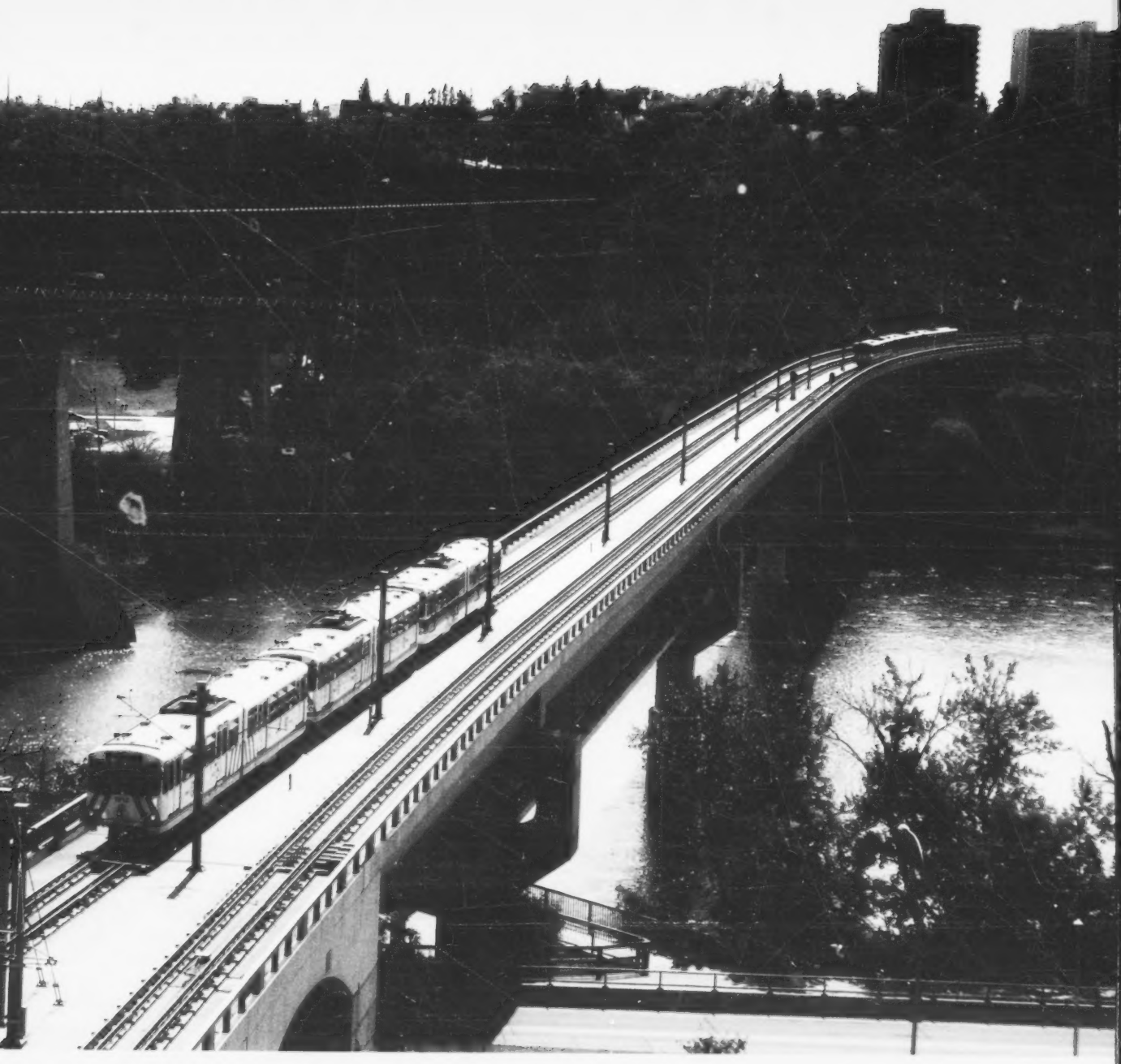
While the Land Use Plan is a complex document, and its implementation poses many challenges, it does have a basic purpose: to manage the Region's growth in an integrated and strategic way. The Capital Region will grow – the Land Use Plan lays out a strategy to manage the growth to minimize our development footprint, strengthen communities throughout the Region, increase our transportation choices, and ensure that economic development is strongly supported. This Plan can be used by all levels of government as a framework for making local decisions that support the Region's goals. It can also be used by the private sector, citizens, and community groups who need to understand, and work in alignment with, the CRB's Vision. The Land Use Plan lays out a blueprint for coordinating the planning and development decisions throughout the Region, and it recognizes how closely aligned it must be to the other elements of the Growth Plan.

The Land Use Plan is, at heart, a balancing tool. It is an instrument that current and future citizens can use to protect those things that make the Capital Region so attractive to live in – parks, nature, water, air – while simultaneously offering direction for future growth to enhance the Region's prosperity. It is important to design the tool properly for the Capital Region, because the Region is one of Canada's most vibrant economic and social engines and it is vital to ensure that it remains that way. Growth and economic development must not come at the expense of our natural assets. We are fortunate to live in a region with such a wealth of resources and natural beauty, and the Land Use Plan is a starting point for the Capital Region Board to use sound stewardship in guiding our growth in a responsible and sustainable manner.

"Adoption of best practices across the Region in all areas – in development, environmental practices, infrastructure – can happen if the Region works together." *– Consultation Participant*

"The Town of Legal is a place where the people are proud of their home and are always willing to lend a hand. We're fortunate to live in the Capital Region, one of the most beautiful and prosperous parts of Alberta, a place where we all have the opportunity for a great future. It's critical for us to work together to ensure that prosperity, but to also make sure every municipality retains its unique identity."

Albert St. Jean, Mayor
TOWN OF LEGAL



PRINCIPAL COMPONENT 2:

PUBLIC TRANSIT

8.1 STATEMENT BY THE CHAIR OF THE TRANSIT COMMITTEE

At this point in time in the Capital Region's history, only seven percent of trips are made using public transit. This tells us that there is tremendous opportunity for growth. We certainly have a strong foundation to build on, with great expertise among three operators, good collaboration between transit operations, a strong local service in the City of Edmonton, good commuter services from other communities, and a demonstrable increase in ridership demand. The opportunity exists to increase ridership, expand commuter transit and service to new areas, increase access to transit through Park and Ride, and to link transit directly to major employment and commercial developments. This Plan also gives us the opportunity to increase our commitment to providing specialized transit services throughout the Region.

The implementation of this Intermunicipal Transit Network Plan, in full integration with the other Principal Components of the Growth Plan, will occur over a number of years and will continue to evolve into a network that ensures regional competitiveness and sets the stage for increased use of public transportation as other forms become either too costly or unsustainable. This Plan will also work to ensure that public transit is a convenient, competitive and viable alternative to the private automobile.

The members of the Capital Region Board and the Transit Committee have worked tirelessly to complete their task with respect to the mandate provided by the Province of Alberta in 2008. The vision, goals, strategies and action plans developed for Public Transit in this Growth Plan will change the face of public transit in the Capital Region forever.

Nolan Crouse, Mayor of St. Albert
Chair, Public Transit Committee

8.2 CONTEXT

PLACING PUBLIC TRANSIT IN CONTEXT

The Government of Alberta mandated that the Capital Region Growth Plan include an integrated and strategic approach to planning for future growth. This meant identifying broad development patterns, as well as future infrastructure investments, that would best complement the existing infrastructure, services and land uses in the Capital Region. The underlying objective is to coordinate regional decisions in order to sustain economic growth, ensure strong communities and guarantee a healthy environment.

To support this objective the CRB Regulation required the creation of a regional intermunicipal transit component as part of the Growth Plan. The relevant section of the Regulation is below.

Municipal Government Act
CAPITAL REGION BOARD REGULATION
Part 2
Preparation of Capital Region Growth Plan
Contents of Plan

12(1)(b) a regional intermunicipal transit network plan for the Capital Region that includes the following:
(i) the decision-making process to approve the regional intermunicipal transit network;
(ii) procedures for implementing the delivery of regional intermunicipal transit services;
(iii) provision for special transit services for persons with disabilities;
(iv) methods for reviewing and monitoring the regional intermunicipal transit network plan

HISTORICAL CONSIDERATIONS

The Capital Region is an area with diverse transit needs, and which is increasing in complexity. Only seven percent of trips in the Region are with public transit, which provides a significant opportunity to increase ridership as the Region grows. This trend has been regularly recognized in past analyses of intermunicipal public transit in the Region, such as the 2002 Coordinated Municipal Transit Review, which concluded that there was opportunity for new suburban transit services, that a dedicated funding source was needed, that regional commitment and oversight was required, and that transit corridors needed to reflect potential growth. The most recent evaluation of the regional transit situation was offered in the 2007 Working Together Report, which identified issues such as the need for an integrated regional transit plan; the lack of coordination between land use and transportation planning and development; the lack of integration between transit needs and regional road and highway plans; and, an absence of planning policies in the Region which specifically guide transit-oriented development.

KEY ELEMENTS

The CRB Transit Committee reflected on these two studies and an analysis of the current situation in each of the twenty-five member municipalities as a basis to understand how to move forward in producing the transit component of the Growth Plan. This led to the recognition that key elements of the Transit Plan should include:

- A vision and corresponding policies and plans for a regional transit network that met the objectives of the Capital Region Growth Management Plan and the intent of the Working Together Report.
- Definitions of the governance, management and operational requirements for providing intermunicipal transit services including specialized transit services.
- A plan outlining how the current state of services should be transitioned to a new regional plan in the short-term.
- Definitions of funding required to bring a regional transit plan to fruition.
- Performance measures to assess the evolution and performance of the regional transit plan.

"Vision statements can set the terms by which organizations succeed or fail."

Dr. Anthony Perl,
Transit Committee Blue Ribbon Panellist

8.3 SUMMARY OF EXISTING SITUATION

HOW AND WHAT WE RIDE TODAY

Public transit in the Capital Region is provided primarily by three publicly-owned operators: Edmonton Transit Systems (ETS), St. Albert Transit (StAT), and Strathcona County Transit. In addition to delivering transit services to their residents, these operators also provide services under contract to Fort Saskatchewan, Spruce Grove, Morinville and Canadian Forces Base Edmonton. Some supplementary bus services are run by private operators or employer-sponsored charters. Intermunicipal ridership is primarily focused on the movement of students and workers to and from Edmonton's major employment areas – downtown, the University of Alberta and major hospitals. In addition, there is a mix of private and publicly supported services in many communities across the Capital Region, meeting the needs of seniors and persons with special needs. There are opportunities to build on the existing collaboration with private transit operators, who pick up their ridership at public transit stops, and integrate these services more fully with intermunicipal services.

While the three transit systems are planned and operated independently, the three municipalities coordinate the coverage of their systems and have operating agreements to allow passengers to transfer between the systems (though sometimes for a fare increment). Good examples of regional co-operation exist, such as the negotiation of a U-Pass revenue sharing agreement to coincide with the implementation of the U-Pass in September 2007 for both University of Alberta and MacEwan College students.

The fare system within the Capital Region is a complex mix of local, commuter and integrated fare options. While there is co-operation in the Region, there is room for improvement in the seamless operation of services for riders. Although regional transit fares are seen as being reasonably priced, the lack of coordinated access between Edmonton, St. Albert, and Strathcona County services limits the attractiveness of the system for some intermunicipal travellers.

In general, the level of transit service across the Region is comprehensive in higher density areas, but lacking in intermunicipal scope and integration.

SPECIALIZED TRANSPORTATION SERVICES

The Capital Region places a high priority on meeting the needs of persons who require specialized transit, with services such as demand response para/specialized Transit (St. Albert - HANDIBUS, Edmonton – DATS , Strathcona County – SCAT). There are also options (such as advance booked service and door-to-door or curb-to-curb transit) for seniors and persons with disabilities (e.g. Stony Plain).Taxi scrip is used in Fort Saskatchewan and many municipalities subsidize taxi service for seniors and persons with disabilities, while some also offer Dial-a-Ride (i.e. general public in Devon, seniors and persons with disabilities in Leduc and Spruce Grove).

While there were approximately one million specialized transit trips in the Capital Region in 2008, however, only about one percent of those trips were intermunicipal. In addition, there remains a wide variation in the level of specialized services offered across the Region. Each municipality has developed an approach that works within their community.

8.4 SUMMARY OF TRANSIT CONSULTATION

Several stakeholder consultations were held during the development of the Intermunicipal Transit Network Plan. The first of these was a Visioning Workshop held in Edmonton on September 5, 2008. Workshop participants included members of the Public Transit Committee and other municipal elected officials, and planning and transportation administration staff from many of the twenty-five municipalities in the Capital Region. The workshop laid the groundwork for the development of a common vision and operating principles for the Intermunicipal Transit Network Plan.

A second round of consultation on the subject of governance involved a series of interviews with selected stakeholders (mayors of the municipalities with existing public transit systems or contracting transit services, transit managers, transportation administrators, solicitors and senior CRB administrators). The feedback from these interviews was useful in providing the necessary information to develop the recommended Governance Framework.

A third component of stakeholder consultation focused on Specialized Transportation Services. Two workshops were held to consider the public transit requirements for persons with disabilities. This input acted as the foundation for the Specialized Services section of the Intermunicipal Transit Network Plan. A Blue Ribbon Panel of experts was consulted at key decision points.

8.5 VISION AND STRATEGIC PRINCIPLES

VISION

A Visioning Workshop held on September 2008, produced extensive input used to arrive at the following Vision:

> The Region's transit network enables the Capital Region to achieve its economic, social, and environmental objectives by making transit a convenient and competitive mode of transportation.

Regional transit must be a convenient, viable, green alternative to the private automobile in order to become an essential aspect of the social fabric of the Capital Region. By doing so, it will also be an economic driver that attracts people to live and conduct business in the Region. The Capital Region will be recognized as a leader in transit design, efficiency and rider satisfaction.

GUIDING PRINCIPLES

Principles developed through consultation and research guided the CRB in the development of the Transit Plan. Capital Region intermunicipal transit must:

For Planning:

1. Be integrated with land use planning in the Region.
2. Be integrated with regional roadway investments to ensure that the benefits of transit service are levered to the greatest extent possible through protection of transit corridors and provision of transit priority measures within regionally significant roadway and highway corridors.
3. Be easily expandable as the Region grows and travel demand evolves.
4. Recognize complementary regional, local and private services.

For Local Transit:

5. Be flexible enough to support local community needs and services within the regional network.

For Specialized Services for Persons with Disabilities:

6. Enable equitable, barrier-free access to mass transit for persons with disabilities.
7. Be available to persons with disabilities, where warranted, legislated and practical.

For Governance:

8. Be mandated by relevant legislation, administered through an appropriate regional governance structure, and characterized by cooperation and coordination.

For Cost Sharing:

9. Be recognized by funders and the public as a valuable public service.
10. Be supported through dedicated cost-sharing from all orders of government, industry and users.
11. Be delivered fairly and equitably to citizens of the Capital Region recognizing the shared benefits of a well-planned and integrated regional transit network.

OPERATIONAL VALUES

The CRB's Transit Committee understood that a vision and guiding principles are useful only to the extent that they support a public transit system rooted in efficiency and accessibility. To this end, a set of operational values to guide Capital Region Transit was created, and they are framed here as statements.

Public transit in the Capital Region will be a desirable travel choice by residents and visitors because it is:

- Seamless
- Fast
- Reliable (on time and predictable)
- Safe
- Efficient
- Affordable
- Convenient
- Easily navigated
- Comfortable
- Connected to other travel modes such as walking, cycling, taxis, buses, trains and vehicles that together support a healthy lifestyle
- Cohesively linked across geographic areas via routings, schedules, fares, safety standards and facilities

These operating values become increasingly important as the Region's intermunicipal transit system moves from planning to implement the intermunicipal transit network.

"Efforts to standardize eligibility, trip purpose, service levels and fares should be a priority"

Glen Leicester,
Transit Committee Blue Ribbon Panelist

8.6 INTERMUNICIPAL TRANSIT NETWORK PLAN

THE PLAN

The full implementation of the Transit Plan will be complex, will take place over many years and will be costly. The Plan contains a regional Governance Model, Service Policy and proposed Route Plan blueprint. An implementation plan proposes "quick wins" and highlights short, medium and longer-term priorities that will enable effective intermunicipal transit implementation.

Initially, additional service capacity will be added to current intermunicipal transit routes; and where population thresholds and demand warrants, new commuter routes will be established. Transit priority measures will ensure transit is expedient, and investments in Park and Rides will improve access to the intermunicipal transit network for residents throughout the Region. LRT will increasingly be an option for more and more students, workers and other commuters. A single source for customer information on routes, schedules; a regional approach to calculating fares; and advanced fare technologies will ensure convenience and competitiveness of intermunicipal transit in the Region. Finally, a consistent approach to setting eligibility criteria and greater coordination among specialized transit operators in the Region will ensure improved cross-boundary services to seniors and persons with disabilities. Transit, a green alternative, will indeed become a viable option to driving.

Supporting these outcomes and implementation of the Plan are eight priority areas, some of which are already underway.

8.6.1 **Approval of the Capital Region Intermunicipal Transit Network Plan**

The Capital Region Board urges the Government of Alberta to endorse this Plan and to recognize the Plan's role in helping the Capital Region achieve its economic, social, cultural and environmental goals, as well as working with the CRB to advocate for Federal Government support for the Plan and its actions.

8.6.2 **Support of the Ongoing Role and Mandate of the Capital Region Board**

A governance structure and decision-making framework for the proposed RTC (Regional Transit Committee) has been arrived at through collaboration, consensus, and consultation. The Provincial government is urged to support this governance model and to enact any necessary legislative and/or regulatory changes to ensure its implementation.

8.6.3 **Development of a Capital Region Roadway Plan**

For growth and development to occur in an orderly, effective and productive fashion, a Land Use Plan, a Transit Plan and a Roadway Plan all need to have a common strategic direction. While the CRB regulation did not include a mandate to develop a regional roadway plan, the Provincial government is strongly urged to develop a Capital Region Roadway Plan that reflects the realities of the Region and which complements the Land Use and Transit components of the Growth Plan.

8.6.4 **Public Transit should be Considered in the Context of Other Public Policy Issues**

The Intermunicipal Transit Network Plan is supportive of key Provincial priorities: strong and vibrant communities, improving the long-term sustainability of Alberta's economy, and providing public infrastructure to meet the needs of a growing economy and population. The Transit Plan supports the Government of Alberta's recently released Energy Strategy and policies relating to reduction of Greenhouse Gas (GHG) emissions, including a focus on public transit. A more effective, higher usage regional transit system will consume less energy, emit fewer GHGs and emit fewer pollutants. The Transit Plan will also contribute to the growth of the Capital Region and a more efficient Provincial economy. It will support an improved state of health and well-being of residents in the Region, particularly where greater accessibility of transit contributes to an improved quality of life for residents. With the support of the Government of Alberta and through collaboration in the Region, the Transit Plan will contribute to sustained economic growth, strong communities and a healthier environment.

8.6.5 **Provision of Stable Operating and Capital Funds for a Regional Transit System**

To leverage the significant benefits of a truly regional transit system, the Provincial government must provide stable and ongoing operating and capital funds to municipalities where demand exists. In the same vein, the Provincial government is encouraged to explore alternative funding models to broaden the range of funding sources that can be made available for municipal, and in particular, regional transit service in the Capital Region.

8.6.6 **Preparation of a Cost Sharing Model**

In December 2008, the Government of Alberta approved the cost sharing formula agreed to by the Capital Region Board. This formula does not apply to public transit. One of the key actions for implementation is to develop a cost sharing formula for public transit.

8.6.7 **Implementation of "Quick Wins"**

This Transit Plan has identified a number of "quick wins," such as implementing a regional fare policy, the coordinated expansion of regional Park and Ride facilities, establishing a Regional Customer Information System, establishing a regional brand, and identifying and acquiring land for future intermunicipal transit facilities.

8.6.8 **Finalize Details of the "GreenTRIP" Program**

The Provincial Government's recently announced "GreenTRIP" funding initiative appears to be very closely aligned with the new Capital Region Intermunicipal Transit Network Plan and its "quick wins", in particular. The Capital Region Board urges the Government of Alberta to finalize the details of the "GreenTRIP" Program and to commit to the Program's funding in future. The Capital Region is ready to react swiftly and positively to this Program.

LIGHT RAIL TRANSIT

In 1978, Edmonton became the first city with a population of less than one million in North America to build a modern light rail transit line. Since then, the line has been extended northeast and south, and a further extension to the south is underway. Studies are being conducted for further extensions of the LRT within Edmonton to ensure that LRT continues to be efficient in connecting people to areas of employment. There are a number of economic and efficiency factors that have contributed to the expansion of employment areas outside of the downtown core. This means there are also limitations to focusing LRT growth on the downtown core since it may not be the most appropriate long-term investment for the Region.

The Transit Plan has been developed based on the existing view of how LRT may evolve and provide additional access to areas of employment, as reflected in the City of Edmonton Transportation Master Plan. The Intermunicipal Transit Network Plan encourages a regional view of LRT routes within Edmonton that support travel among major employment areas and dense residential areas within and outside Edmonton. There are, also opportunities to connect LRT services with intermunicipal buses, Park and Ride and to integrate with specialized transit services.

SERVICE PLAN

The Service Plan is based on trip patterns, projections for population and employment, and land use Principles and Policies included in the Land Use Plan. For the most part, it is expected that the timing and volume of public transit, not the routing, will be impacted by growth projection changes and adjustments to land use scenarios. Ultimately, the decisions of the Regional Transit Committee will be informed by the actual growth and development in the Region. A Transit Service Plan must be a flexible blueprint.

To support the Land Use scenario outlined in this Growth Plan, an intermunicipal transit Service Plan has been developed that includes short, medium and long-term planning horizons. The details on timeframes and projects can be found in the Intermunicipal Transit Network Plan, Appendix 3 to the Growth Plan and available online at www.capitalregionboard.ab.ca.

"A well planned regional transit network that is well integrated with land development and land use provides a foundation for growth management and the achievement of the Region's economic, social and environmental goals".

Robert Olivier,

SPECIALIZED TRANSIT

A high quality specialized intermunicipal transit service is a core priority of the Capital Region Transit Plan. Over time, the Regional Transit Committee will assume responsibility for establishing standards for a certification process and for coordinating uniform eligibility criteria. Local municipalities will retain responsibility for operational/trip management and service delivery functions. The RTC will eventually oversee a mobility manager function for intermunicipal specialized transit services.

The most important function for the RTC is simply to meet the demand for service. Public policy considerations for intermunicipal specialized transit will be developed within a framework designed to:

- Preserve the integrity of specialized transit services for persons with disabilities who are unable to use accessible conventional transit.
- Maximize the utility of the investments made by the respective transit agencies in accessible conventional transit and accompanying infrastructure.
- Provide flexible mobility options with a cost-effective mix of accessible shared-ride public transportation services.
- Recognize the legislative guidelines of the Alberta Human Rights and Citizenship Commission.

REGIONAL FARE SYSTEM

There is a wide range of local, commuter and integrated fares within the Capital Region and the Transit Plan identified three possible approaches to regional fare integration including:

- Each system sells it own fares products and retains all revenue – fare products accepted by other systems.
- A system sells its own fares – a fare that is not accepted on other systems.
- A system based on fare integration – a single unified tariff which allows for seamless movement around the Region.

An integrated fare generally requires a more modern collection system (such as magnetic or smart card readers) than is currently installed on local buses. There are also a number of fare options that could be implemented in the Capital Region (such as flat fare, zone fares, distance based fares, peak fares, premium service, and no transfer fares). One thing is clear: A regionally consistent, easily understood fare structure is required in the Capital Region.

"The issues facing our Region are complex and we need to focus on a collaborative approach to addressing each one. Ultimately it is in all of our best interests to cooperate with one another."

Ken Lemke, Mayor
TOWN OF STONY PLAIN

8.7 IMPLEMENTATION OF THE PLAN

The overarching priorities of the Transit Plan are straightforward, but the implementation will be complex, due to the physical size and diversity of the Region. The entire Intermunicipal Transit Network Plan lays out the implementation in detail. For the purposes of the Growth Plan, the implementation of the Transit Plan can be best be described by Governance, and Key Issues and Next Steps.

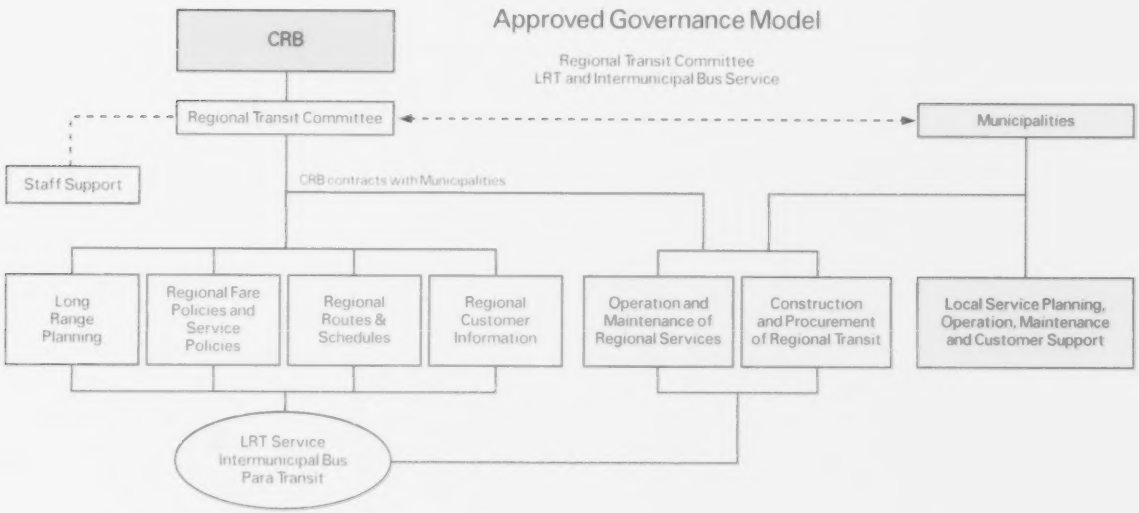
GOVERNANCE

Responsibilities will naturally evolve over time, and the CRB has identified a preferred governance structure. Still, as the process moves toward implementation, the Region will take a measured approach to granting responsibilities to the new regional transit entity. The local jurisdictions have the physical assets, the personnel, the financial capacity, and the expertise. Any new regional entity, in other words, the Regional Transit Committee (RTC), will need time to establish processes and to acquire resources. As regional transit expands and users come to view it as a single network, more responsibility can be transferred to the RTC.

The RTC, which reports to the Capital Region Board, has a mandate consisting of the following:

- Advocate for and continually promote the Capital Region's Intermunicipal Transit Network Plan.
- Represent regional interests, while recognizing and giving due consideration to local issues and preferences.
- Provide strategic direction for deployment of intermunicipal transit facilities and services.
- Set priorities for deployment of capital and operating resources.
- Develop a rolling three-year Business Plan.
- Develop capital and operating plans.
- Set standards for intermunicipal transit services and facilities.
- Provide oversight of intermunicipal transit services to ensure adherence to regional land use plans and regional service standards.
- Report regularly to the Capital Region Board.
- Seek the CRB's approval on business plans and related capital and budgets.

The figure below shows the recommended governance structure for the new regional transit entity.



"Governance is the most important aspect in the provision of intermunicipal transit services. Without appropriate governance, policy decisions are often not made correctly and can be difficult to implement."

Al Cormier,

KEY ISSUES AND NEXT STEPS

As the CRB moves toward implementation of the Regional Transit Committee, a number of key issues require resolution (some of which are presented as actions or proposals) including funding, cost allocation and composition of the RTC, and supportive CRB staffing.

Funding: Funding is the most challenging issue for the successful implementation of the RTC and the CRB Intermunicipal Transit Network Plan. In the near-term, the Province's "GreenTRIP" Program will presumably provide funding for some critical "quick win" projects, such as investment in buses, Park and Rides, and the implementation of a single region-wide fare instrument (such as a smart card). However, the prospects are uncertain for any long-term dedicated funding for either major capital investments (such as an LRT expansion) or for ongoing operations and maintenance. A consistent and concerted plan to secure sufficient long-term funding – at both the regional and provincial levels – should be one of the first activities of the new RTC. Implementation of the other aspects of the Transit Plan will flow from the successful resolution of this issue.

Cost Allocation: The CRB already has in place a formula for sharing the cost of regional projects. A formula for sharing the costs of intermunicipal transit services and facilities needs to be developed.

RTC Staffing: The transit expertise in the Capital Region currently resides with the local providers. The CRB and RTC will need to decide how to best support their regional transit priorities through a combination of new staff (directly employed by the CRB administration on behalf of the RTC), coordination or contracting with staff from the local jurisdictions, and third-party consultants.

Composition of the RTC: The CRB has single-member representation from twenty-five municipalities in the Region. A smaller yet still representative subset will comprise the RTC.

The composition of the 14-member RTC is nine (9) Voting Members (elected officials) and five (5) Non-Voting Members (administration staff). The composition of the RTC must respect the significant role and investment of the three municipalities currently operating transit municipally and intermunicipally, and should acknowledge and leverage their expertise.

When selecting the six other municipalities, consideration should be given to ensuring Committee representation reflects the likely evolution/expansion of intermunicipal transit during the term.

8.8 FUTURE TRANSIT INITIATIVES

1. **Regional Transit Business Plan**
   Once the Capital Region Growth Plan has been approved and a Regional Transit Committee has been established, executive, technical and support staff will be hired. Immediately thereafter a detailed Business Plan will be developed to define the specific plans, actions and activities related to implementing intermunicipal transit with a focus on the transitional protocols and agreements for planning and operation of intermunicipal transit services.

2. **Financial Considerations**
   Short, medium and long-term considerations for Transit are included in the Transit Plan. A more refined capital and operating budget estimate will be prepared following confirmation of a preferred approach to service integration, prescribed levels of service and other elements of a Transit Business Plan. Land Use scenarios and actual growth will also be taken into account in the financial planning for public transit as the Capital Region grows and develops in future.

8.9 RECOMMENDATIONS TO EXTERNAL BODIES

1. **Approval of the Capital Region Intermunicipal Transit Network Plan** – The Capital Region Board urges the Government of Alberta to endorse this Plan without reservation, to advocate on its behalf to the Federal government and to recognize its role in helping the Capital Region to achieve its economic, social, cultural and environmental goals.

2. **Support of the Ongoing Role and Mandate of the Capital Region Board** – A governance structure and decision-making framework for the RTC has been arrived at through collaboration and consensus between member municipalities. The Provincial government is urged to support this governance model and to enact the necessary legislative and/or regulatory changes to support the implementation of this governance model.

3. **Implementation of "Quick Wins"** – The Capital Region Transit Plan has identified a number of quick wins; that is, transit initiatives and projects that are regionally beneficial and which can be implemented relatively quickly, given the support and collaboration of the Province.

4. **Development of an Urban Transit Section within Alberta Transportation** – A new section within Alberta Transportation should have a mandate and responsibility for developing and programming transit supportive policies, programs and initiatives on the provincial highway network within Alberta's two major urban regions, including the Capital Region.

5. **Development of a Capital Region Roadway Plan** – In order for growth and development to occur in an orderly, effective and productive fashion, a Land Use Plan, a Transit Plan and a Roadway Plan all need to have a common strategic direction. The Capital Region Board Regulation did not include a mandate to develop a regional roadway plan.

   The Provincial government is strongly urged to develop a Capital Region Roadway Plan, in consultation with the Capital Region Board, and with significant contributions from the newly created Urban Transit Section that reflects the new and emerging realities in the Capital Region and one which complements the Land Use and Transit Plans completed by the Capital Region Board.

6. **Public Transit Should be Considered in Context with Other Public Policy Issues** – The Government of Alberta has recently undertaken new policy initiatives aimed at updating its Energy Strategy and policies relating to reduction of Greenhouse Gas (GHG) emissions. The emergence of this Capital Region Transit Plan is very timely, as it strongly supports the energy and greenhouse gas emissions policies being pursued by the Provincial government. Given a more effective and heavily used regional transit system theRegion will consume less energy, emit fewer greenhouse gases, emit fewer pollutants and contribute to a greater state of health and well-being.

   In addition, there are opportunities for the Provincial government to integrate public transit service policy and delivery with social and healthcare programs as they relate to transportation of persons with disabilities.

7. **Provision of New Stable Operating and Capital Funds for a Regional Transit System** – In order to leverage the significant benefits of a truly regional transit system, it is recommended that the Provincial government consider providing stable and ongoing operating and capital funds to municipalities where demand can support local and/or intermunicipal transit service. In the same vein, the Provincial government is encouraged to explore alternative funding models in Canada and elsewhere in an effort to broaden the range of funding sources that can be made available for municipal, and in particular, regional transit service in the Capital Region.

   Given the significant returns received by the Federal government as a result of economic activity in the Capital Region, the Provincial government should engage in substantive dialogue with the Federal government to ensure policy alignment and that the Region's transit infrastructure needs are recognized and acted upon in Federal infrastructure funding programs.

8. **Preparation of a Cost Allocation Model** – There is currently no mechanism for benefiting municipalities to share costs associated with the delivery of intermunicipal transit services. On December 15, 2008, the Provincial government set the expectation that the Capital Region Board will develop one or more formulas that would apply to any municipal portion of operating and capital costs for regional transit. The Province is encouraged to provide a clear understanding of the new ongoing funding arrangement, as noted under Recommendation 7, to provide a clear framework for development of regional transit cost allocation formulas.

9. **Finalize Details of the "GreenTRIP" Program** – The Provincial government's recently announced "GreenTRIP" funding initiatives appears to be very closely aligned with the new Capital Region Transit Plan and, in particular, its quick wins. The Capital Region Board urges the Provincial government to finalize the details of the "GreenTRIP" Program as the Capital Region is ready to respond positively to this program in a regionally beneficial and coordinated fashion.

8.10 CONCLUSION

The Capital Region is a geographically large and demographically diverse jurisdiction, which makes planning and implementing a regional intermunicipal transit system a challenging task. Individual municipalities have priorities for their citizens, their workers, and their visitors, and we need to continue to work collaboratively, given the extraordinary movement we see across the Region every single day. It is a fact in the Capital Region that in work, life and play we are not constrained by municipal boundaries, yet these boundaries have often created difficulties in using transit. The Capital Region Intermunicipal Transit Network Plan will fundamentally shift this dynamic for the better. Intermunicipal transit will become easier, specialized transit services will be strengthened, Park and Rides will be increased, routes and schedules will be harmonized with demographics and land use scenarios, fare systems will be simplified, car usage will be reduced. In short, Capital Region public transit will be more convenient, efficient and sustainable. The other elements of this Growth Plan are vital to achieving success with the Transit Plan, given that Housing, Land Use and Transit strategies stand the best chance of succeeding when they inform one another. Having a comprehensive regional GIS will ensure regional transit planning decisions are sound.

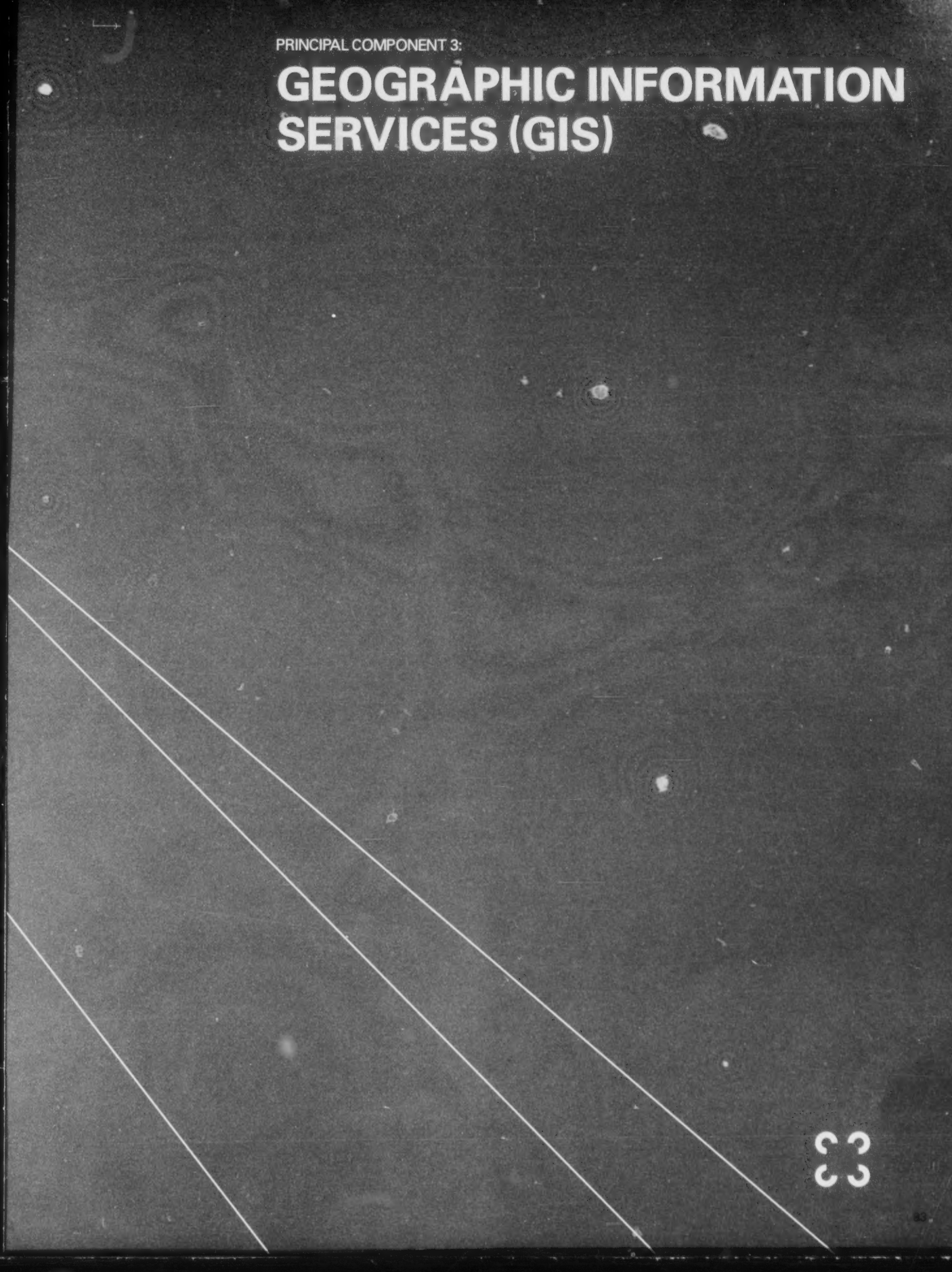
A coordinated regional Intermunicipal Transit Network Plan is vital to achieving the CRB's broader vision of the Region as laid out in the Growth Plan. This Intermunicipal Transit Network Plan establishes a strong foundation for effective and coordinated transit service that will reap long-term benefits to Capital Region citizens and enterprises. In today's increasingly competitive and borderless global economy, this is not a luxury, but a necessity.

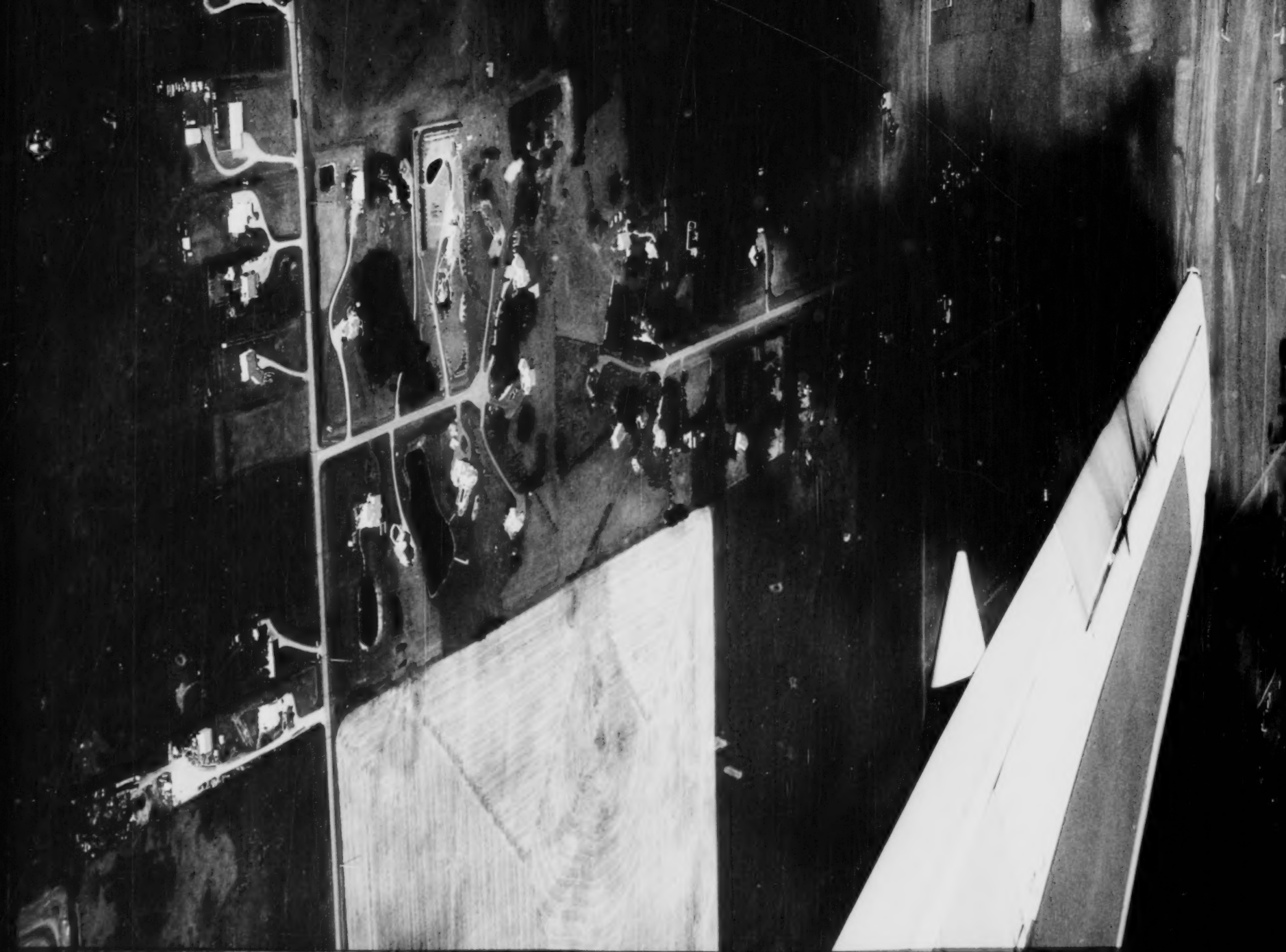
"Strathcona County is a friendly, welcoming community, a place full of green spaces and walking trails, and which is committed to preserving the environment. We're proud to be part of a vibrant and multicultural Capital Region, but it's only going to be through working together that we'll attain what we are truly capable of".

Peter Wlodarczak, Councillor
STRATHCONA COUNTY

PRINCIPAL COMPONENT 3:

GEOGRAPHIC INFORMATION SERVICES (GIS)





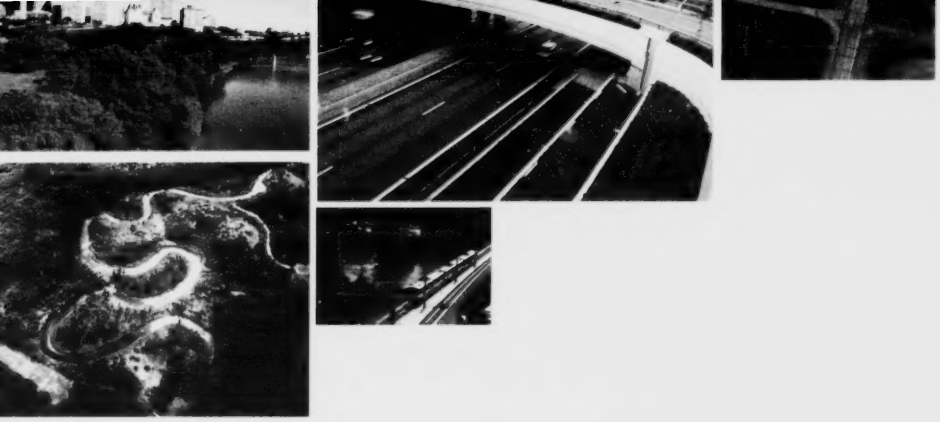
9.1 STATEMENT BY THE CHAIR OF THE GIS COMMITTEE

Without a Regional GIS, the Capital Region Board's ability to plan effectively would be difficult if not impossible. We live in such a complex world that it would not only be unwise but almost irresponsible to make important regional decisions without ensuring we have the best information at hand. What sustained the work of the CRB in creating a regional GIS as part of the Growth Plan was the conviction that it will truly be of value to each and every person in the Capital Region.

This is why the CRB worked so diligently to create a GIS system that can provide the necessary information to assist the Board in making better decisions. This will be a system that Capital Region residents can readily see the benefits of. A GIS is not the most visible aspect of the planning process. People need to understand how crucial it is to land use planning, to creating sustainable communities, to transit planning, to resource management (among so many other applications). It will become obvious to all that a regional GIS will be of value for decades to come.

The members of the GIS Committee put in a great effort to provide a GIS Plan as part of the Growth Plan. There are clear uses for a GIS that will support this Growth Plan. There is no doubt that a regional GIS will be flexible and adaptable to any number of Capital Region projects. It's a great investment in the Capital Region.

Greg Krischke, Mayor of Leduc
Chair, GIS Committee



9.2 CONTEXT

UNDERSTANDING GIS

The Capital Region Board Regulation required the Growth Plan to include an integrated and strategic approach to planning for future growth. To inform this approach, there needs to be an analysis of broad development patterns and trends, as well as consideration of future infrastructure investments to complement existing infrastructure, services and land uses in the Capital Region. The underlying objective of a Regional GIS is to enable the collection, coordination and analysis of information/data to inform regional decisions; regional decisions that will sustain economic growth, preserve the environment, and ensure strong sustainable communities.

To support this objective the CRB Regulation called for a plan to coordinate Geographic Information Services across the Region. GIS can be described as "a set of tools for collecting, storing, retrieving at will, transforming, and displaying spatial data and information from the real world to support decision making." The relevant section of the Regulation is below.

"To avoid the recurrence of long-standing problems, infrastructure planning needs to be carried out without borders: municipalities need to strive for seamless planning."

- Consultation Participant

Municipal Government Act
CAPITAL REGION BOARD REGULATION
Part 2
Preparation of Capital Region Growth Plan
Contents of Plan

12(1)(c) a plan to co-ordinate geographic information services for the Capital Region than includes the following:

(i) the protocols and the methods for collecting, storing and accessing data;

(ii) the protocols and the methods for compiling and analyzing information;

(iii) standardized terminology and standards for mapping capabilities for the participating municipalities.

Within the context of this Growth Plan, GIS can essentially be understood as layers of regional information organized on a geographic basis. This data is often, though not always, presented in map form. GIS also comprises a broad range of services that identify, collect, sort and provide access to this data (as well as the technology needed to store and analyze data). Capital Region Board staff will deliver the services, and oversee the protocols, methods and standards to support the GIS system.

WHY THE CAPITAL REGION NEEDS GIS

With significant population and employment growth projected over the next thirty-five years, the Capital Region will face ever-increasing challenges and complex decisions to balance economic development, to understand the cumulative impact of development on the environment and communities and to efficiently plan for infrastructure. In order to plan for this growth, the Capital Region will need to have better information and make decisions differently than it has in the past. GIS is a practical tool to enable evidence-based decision making and facilitate the coordination of regional planning.

The primary business drivers for the Capital Region GIS include lack of regional data and information for planning purposes. To address decisions about municipal infrastructure as population grows, there is a need for coordinating land use planning, transportation and utility corridors, as well as social and market affordable housing .

THE FOLLOWING IS A SAMPLE OF THE TYPES OF QUESTIONS THAT A REGIONAL GIS CAN HELP TO ANSWER:

What precisely is the supply of residential, commercial and industrial land in the Capital Region? Where is it located? Where are the environmentally sensitive areas across the Region? What is their precise size and makeup? What is the impact on regional watersheds and air-sheds if we choose to make an investment in a certain area of the Region? Where is the best place to locate future transit corridors? What do changing demographics tell us about where social housing is most urgently needed? What proportion of housing in the Region is single-family versus multi-family, and how is it meeting current and anticipated needs?

9.3 SUMMARY OF EXISTING SITUATION

The Capital Region does not currently have consistent region-wide information to support planning for land use, public transit, and social and market affordable housing. While some "islands of information" exist at a local level, there is no regional GIS system. Furthermore, the current state of GIS technology varies across the Capital Region. Some municipalities have a well developed, mature GIS while others have not yet begun using GIS. In short, a consistent, accurate, current set of regional data is needed to support regional decision making.

9.4 SUMMARY OF THE GIS CONSULTATION

This GIS Plan is based on extensive research and consultation, and has taken into consideration at least two previous attempts to develop a regional GIS. The consultations included interviews and workshops with elected officials, municipal administrators, senior planners and geographic information experts. A diversity of stakeholders provided widespread support for a regional GIS and identified the following issues:

- Investment in GIS technology is varied across the Region.
- Many municipalities do not have geospatial data or very limited data in commonly accepted formats.
- There is no region-wide GIS.
- Municipalities have been sharing geospatial information, sporadically and primarily at a sub-regional level.

9.5 VISION AND STRATEGIC PRINCIPLES

A regional GIS must operate on the foundations of ownership, collaboration and commitment. These determinations led to the creation and acceptance of the GIS Vision, Mission and Principles.

VISION

A shared regional geographic information service that provides equitable access and support for regional decision making.

MISSION

To expand regional capacity to deliver regional geographic information services that support sustainable land use, intermunicipal transit and social and market affordable housing decisions through the collaboration of the Capital Region Board and the Capital Region municipalities.

PRINCIPLES

Autonomy – All municipal members will respect the self determination of other municipalities and their control over land use planning within the context of the regional plan.

Collaboration – All municipal members will work together to support the planning efforts of the Region.

Equity – All municipal members will be treated in a way that is equitable, consistent and congruent.

Flexibility – All municipal members will be expected to identify options that work best for themselves while also fitting in with the needs of the Region.

Mutuality – Working together in the Region will be the key to achieving the economic objectives of any of the member municipalities.

Sustainability – All member municipalities will seek decisions which encourage sustainable communities.

Transparency – Decision making processes will be open and transparent to all participants.

9.6 GIS PLAN

The best practices for ensuring a successful GIS include developing a shared vision for a GIS, identifying strategic goals, securing long-term sustainable funding, and implementing an appropriate governance model. While investing in data and technology is important people and processes that support regional business needs are also critical to ensure a solid foundation for a Regional GIS and to enable effective evidence-based decision making for matters of regional interest.

THE PLAN

The Plan identifies a strategy and implementation plan which addresses the requirement to invest in people, processes, data and technology. The GIS Plan also identifies the following four strategic goals to support the achievement of the vision.

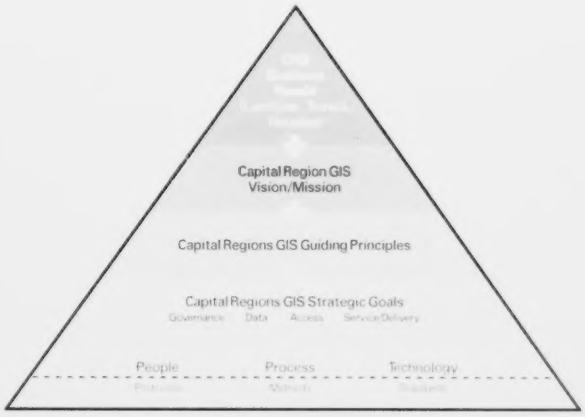
1. Governance – Establish the governance structure required to optimize the benefits from CRB geographical information resources.
2. Data – Ensure the capture, preservation and maintenance of foundational (priority) data sets, and set guidelines for additional data creation, sharing and analysis.
3. Access – Ensure that geographical information can be readily accessed while ensuring that appropriate security is in place to protect information.
4. Service Delivery – Ensure that the service delivery model is cost effective and balances the needs of individual municipalities with the needs of the Capital Region Board.

THE BUSINESS MODEL

The success of this plan will be assured through the implementation of a governance model that:

- Allows the GIS to develop according to Regional priorities;
- Evolves as business needs change;
- Is properly structured to support regional decisions for land use, intermunicipal transit and social and market affordable housing;
- Ensures municipalities have shared access to regional data and tools to provide a comprehensive regional picture; and,
- Facilitates the sharing of information and knowledge across the Capital Region.

The strategic framework below illustrates the relationship between the business priorities and the development of protocols, methods and standards for the GIS.



9.6 GIS PLAN

The best practices for ensuring a successful GIS include developing a shared vision for a GIS, identifying strategic goals, securing long-term sustainable funding, and implementing an appropriate governance model. While investing in data and technology is important people and processes that support regional business needs are also critical to ensure a solid foundation for a Regional GIS and to enable effective evidence-based decision making for matters of regional interest.

THE PLAN

The Plan identifies a strategy and implementation plan which addresses the requirement to invest in people, processes, data and technology. The GIS Plan also identifies the following four strategic goals to support the achievement of the vision.

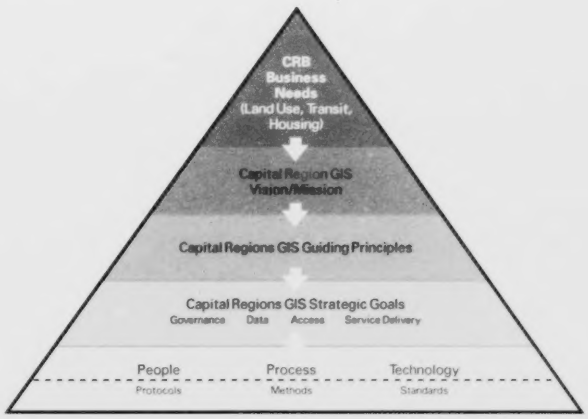
1. Governance – Establish the governance structure required to optimize the benefits from CRB geographical information resources.
2. Data – Ensure the capture, preservation and maintenance of foundational (priority) data sets, and set guidelines for additional data creation, sharing and analysis.
3. Access – Ensure that geographical information can be readily accessed while ensuring that appropriate security is in place to protect information.
4. Service Delivery – Ensure that the service delivery model is cost effective and balances the needs of individual municipalities with the needs of the Capital Region Board.

THE BUSINESS MODEL

The success of this plan will be assured through the implementation of a governance model that:

- Allows the GIS to develop according to Regional priorities;
- Evolves as business needs change;
- Is properly structured to support regional decisions for land use, intermunicipal transit and social and market affordable housing;
- Ensures municipalities have shared access to regional data and tools to provide a comprehensive regional picture; and,
- Facilitates the sharing of information and knowledge across the Capital Region.

The strategic framework below illustrates the relationship between the business priorities and the development of protocols, methods and standards for the GIS.



Knowing what a GIS is and what its priorities should be, there remained the challenge of choosing the business model to best serve the Region and the goals of the Growth Plan. Consultation with stakeholders revealed several possible models:

- Having an existing municipality provide the service;
- Contracting a third party to provide the service (for a fee);
- Creating a public private partnership with one or more other entities; and,
- Having the services coordinated through the CRB.

The recommendation is that coordinating GIS through the CRB is the optimal business model. This model was selected because it best aligns with the CRB Growth Plan objectives for an integrated and strategic approach to regional decision-making. The CRB delivery model naturally creates a focus on regional issues, and will allow the CRB to build and retain intellectual capital. Objectivity will be maintained, as will equitable access to information and services. Employing the CRB delivery model will also ensure "buy-in" from every stakeholder, and helps ensure that there will be no overlap of services. In short, it is the most logical business model to adopt.

SERVICE DELIVERY MODEL

The service delivery model will fill in the details about the people, technology and process employed for the GIS. The selection of a service delivery model will require investigation and a business case prior to presentation to the CRB for a decision. Therefore, the regional GIS Plan has not yet identified a specific service delivery option.

REALIZING A REGIONAL GIS

To meet the needs of the Capital Region, the Regional GIS needs to be more than just a data repository and data sharing mechanism. The future GIS must have the capacity and capability to provide geographic information services necessary to support broad and complicated regional decisions. The implementation of the overall Growth Plan will require extensive information not just about land use, transit and housing but information and data about the environment including the need to quantify the cumulative effects of development and the social consequences of regional decisions.

Consultation with the Capital Region's municipal representatives led to clear definitions about the precise direction and functions the GIS must have in order to best serve the Capital Region. Regional GIS services will:

1. Gather, maintain and share regional data.
2. Offer regional report development and information sharing.
3. Perform regional information analysis.
4. Operate a regional system and office.
5. Offer regional capacity development.
6. Align with the other Principal Components of the Growth Plan (land use, transit and housing).
7. Support the monitoring of the Growth Plan progress.

9.7 IMPLEMENTATION OF THE PLAN

THREE PHASES

The first step is building a foundation and funding the initial data gathering, identifying data stewardship and ensuring the sustainability or maintenance of quality regional data. In the development of the regional GIS, has been broken down into three phases that build increasing capacity and capability to support complex regional decisions arising from the implementation and future planning across the Capital Region.

Phase 1 - Build The Foundation
Provide a solid foundation for building the GIS and will have the capacity for monitoring the implementation of the regional plans. Data sharing agreements will be in place, technology decisions will be made and a GIS secretariat will provide support to the CRB and municipalities.

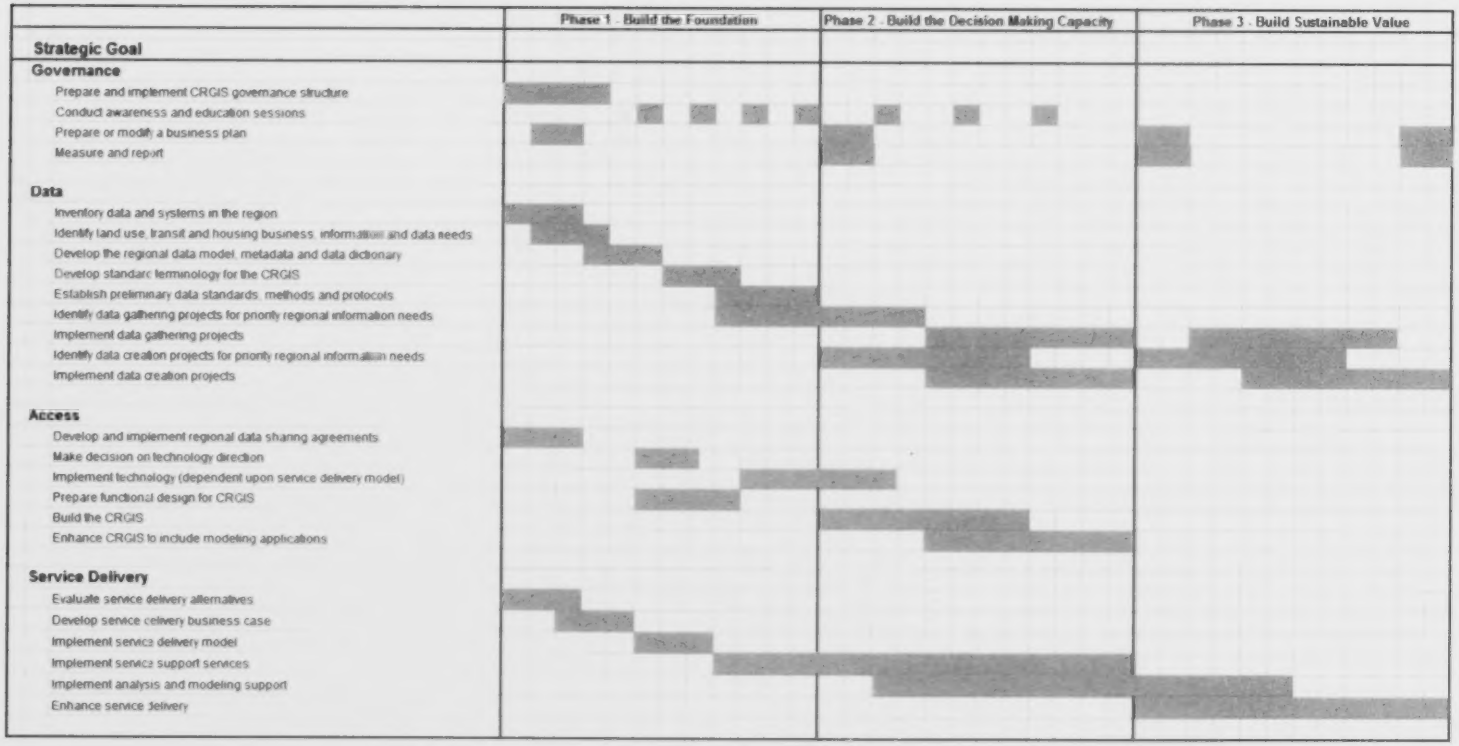
Phase 2 - Build The Decision Making Capacity
Provide a functioning GIS (a regional system with regional data) that supports regional needs for land use, intermunicipal transit, and social and market affordable housing decision making.

Phase 3 - Build Sustainable Value
Provide a sustainable GIS that contributes to evidence-based decisions and longer term value for the Capital Region.

"We've been trying to find common ground between all the players, but if things are done in isolation you miss out on the broad level synergies".

– Consultation Participant

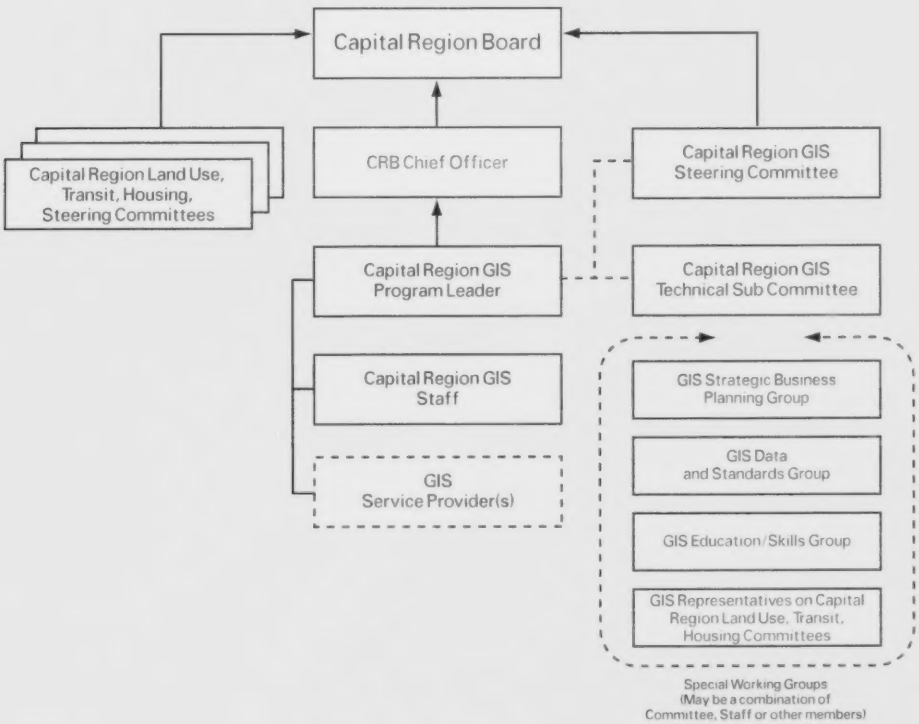
The following table offers more detail on the implementation plan across each of the three phases as cross-referenced with the Plan's Strategic Goals. The CRB will approve the specific investments and pace of implementation.


Phase 1 - Build the Foundation
Phase 2 - Build the Decision Making Capacity
Phase 3 - Build Sustainable Value
Strategic Goal
Governance
Prepare and implement CRGIS governance structure
Conduct awareness and education sessions
Prepare or modify a business plan
Measure and report
Data
Inventory data and systems in the region
Identify land use, transit and housing business, information and data needs
Develop the regional data model, metadata and data dictionary
Develop standard terminology for the CRGIS
Establish preliminary data standards, methods and protocols
Identify data gathering projects for priority regional information needs
Implement data gathering projects
Identify data creation projects for priority regional information needs
Implement data creation projects
Access
Develop and implement regional data sharing agreements
Make decision on technology direction
Implement technology (dependent upon service delivery model)
Prepare functional design for CRGIS
Build the CRGIS
Enhance CRGIS to include modeling applications
Service Delivery
Evaluate service delivery alternatives
Develop service delivery business case
Implement service delivery model
Implement service support services
Implement analysis and modeling support
Enhance service delivery

GOVERNANCE AND STRUCTURE

GIS is best understood as an investment in the data, processes, people, and technologies that serve the Capital Region. The governance model supports dedicated regional resources to coordinate the gathering of data from a variety of municipal and non municipal sources. Ultimately, the success of the GIS Plan will depend on a governance model that ensures the right investments and pace of the GIS development; a data plan that can evolve to support changing business needs; services which support the other Principal Components of the Growth Plan; and, a commitment to shared data access enabling a comprehensive regional view.

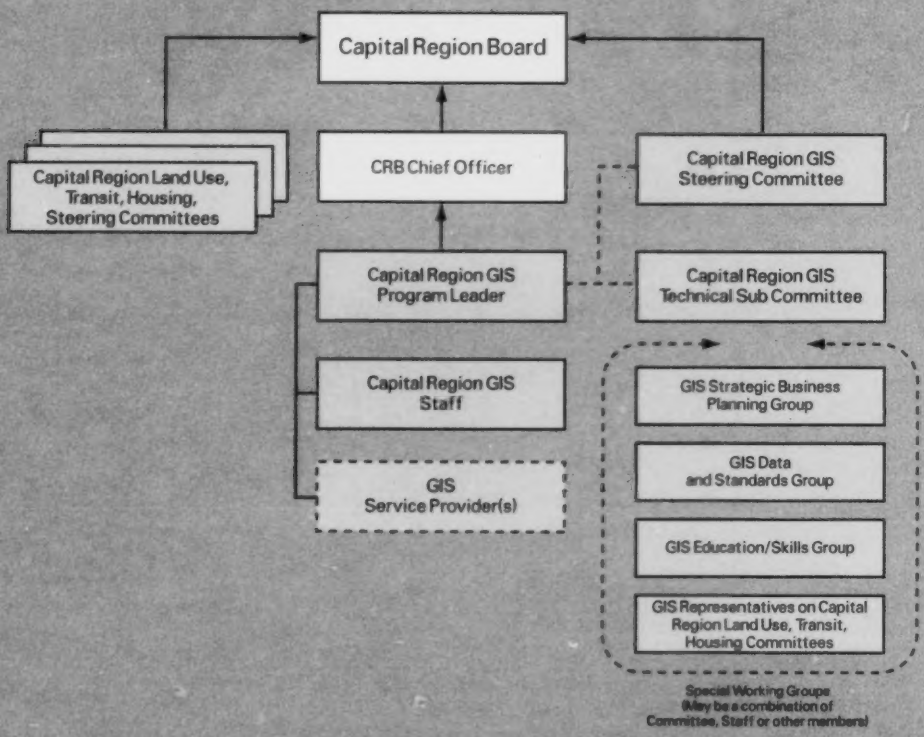
Governance must serve the interests of stakeholders, so stakeholders must have a voice in decision making. The following diagram provides an overview of the Proposed Governance Model for GIS within the Capital Region (roles and responsibilities for each stakeholder can be found in the Regional GIS Plan, Appendix 4 to the Growth Plan or online at www.capitalregionboard.ab.ca).


Capital Region Board
CRB Chief Officer
Capital Region Land Use, Transit, Housing, Steering Committees
Capital Region GIS Steering Committee
Capital Region GIS Program Leader
Capital Region GIS Technical Sub Committee
Capital Region GIS Staff
GIS Service Provider(s)
GIS Strategic Business Planning Group
GIS Data and Standards Group
GIS Education/Skills Group
GIS Representatives on Capital Region Land Use, Transit, Housing Committees
Special Working Groups (May be a combination of Committee, Staff or other members)

GOVERNANCE AND STRUCTURE

GIS is best understood as an investment in the data, processes, people, and technologies that serve the Capital Region. The governance model supports dedicated regional resources to coordinate the gathering of data from a variety of municipal and non municipal sources. Ultimately, the success of the GIS Plan will depend on a governance model that ensures the right investments and pace of the GIS development; a data plan that can evolve to support changing business needs; services which support the other Principal Components of the Growth Plan; and, a commitment to shared data access enabling a comprehensive regional view.

Governance must serve the interests of stakeholders, so stakeholders must have a voice in decision making. The following diagram provides an overview of the Proposed Governance Model for GIS within the Capital Region (roles and responsibilities for each stakeholder can be found in the Regional GIS Plan, Appendix 4 to the Growth Plan or online at www.capitalregionboard.ab.ca).


Capital Region Board
Capital Region Land Use, Transit, Housing, Steering Committees
CRB Chief Officer
Capital Region GIS Steering Committee
Capital Region GIS Program Leader
Capital Region GIS Technical Sub Committee
Capital Region GIS Staff
GIS Service Provider(s)
GIS Strategic Business Planning Group
GIS Data and Standards Group
GIS Education/Skills Group
GIS Representatives on Capital Region Land Use, Transit, Housing Committees
Special Working Groups (May be a combination of Committee, Staff or other members)

9.8 FUTURE GIS INITIATIVES

The Regional GIS will initially be developed for the use of the Capital Region Board and member municipalities. In future, it is envisioned that stakeholders in the Region will find this system of value. The following initiatives have been identified for future consideration by the Board:

1. The development of public, academic and industry access to the Capital Region Geographic Information Services (CRGIS).
2. The development of region-wide land use, transit and housing planning web-based tools for public access.
3. The development of a cost-benefit evaluation for the first 5 years of the CRGIS.
4. The identification of broader application of the CRGIS to include infrastructure management, emergency management and economic development.
5. The development of a subsequent 10-year plan for the CRGIS.

9.9 RECOMMENDATIONS TO EXTERNAL BODIES

STABILIZE FUNDING

1. The CRB recommends that the Government of Alberta provide adequate funding for the Capital Region GIS.

"Bon Accord is a quiet, caring community located in a Region where opportunity is there for everyone. We have to preserve both those things by minimizing our footprint while maximizing our economic potential."

Lin VanDusen, Mayor
TOWN OF BON ACCORD

9.10 CONCLUSION

The essence of the Capital Region GIS Plan is this: a system that provides comprehensive, illuminating, and universally accessible sets of data capable of informing regional decision making. It is difficult to quantify every benefit of a GIS, though obviously decisions made in the absence of good information often lack merit. The key benefit of the CRGIS is the ability for the Capital Region Board to make better informed decisions.

Consistently categorized information expressed through standard terminology is currently not available to the Capital Region as a whole. Once operational, a GIS will provide insights into patterns, trends, and models, not to mention accurate on-the-ground data about current conditions. A Capital Region GIS will improve the integrity of the decision-making process across a wide spectrum of areas, and every major element of this Growth Plan – the Land Use Plan, the Housing Plan, and the Intermunicipal Transit Network Plan – will see direct benefits from being integrated with a regional GIS.

The CRGIS will enable the CRB and municipalities to measure cumulative impacts of interrelated decisions to ensure sustainability (e.g., economic, environmental and social) and at the same time, improve the results from more effective land use, intermunicipal transit network development, and social and market affordable housing investments.

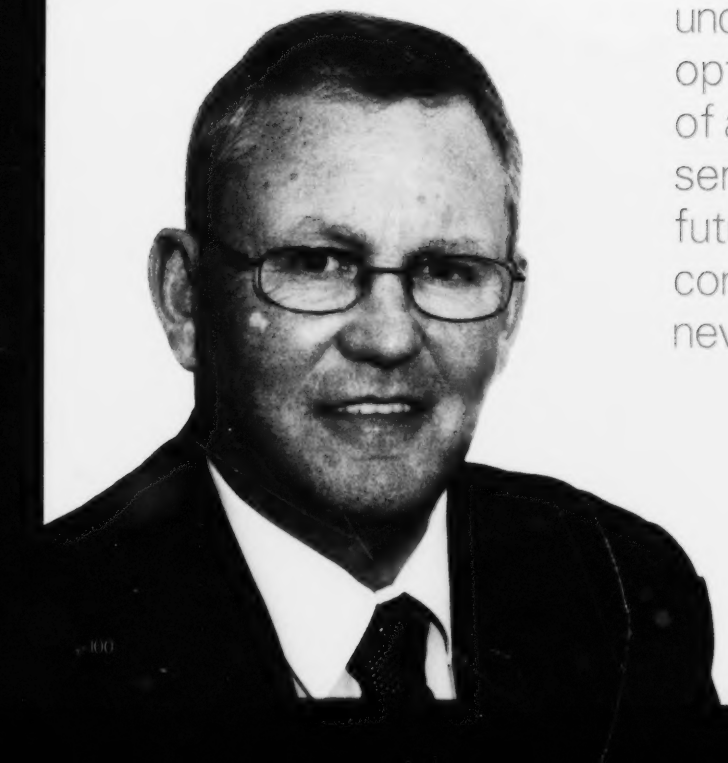
Other benefits identified for the CRB and municipalities include:

- More effective global marketing of economic opportunities in the Region. Site locators prefer to target an entire metropolitan area rather than a multitude of individual jurisdictions;
- Affordability and access to previously unaffordable information services for small municipalities;
- Effective use of data and information across the region for decision making and policy development;
- Improved coordination and cooperation in planning for growth; and,
- Ability to measure the achievement of economic, environmental and social sustainability goals and objectives.

Simply put, when seeking the highest quality decision it only makes sense to find and use the highest quality information. A Regional GIS will be pivotal to the regional decisions that will result in the long-term prosperity of the Capital Region.

PRINCIPAL COMPONENT 4:

HOUSING



"This is a Plan founded on understanding, collaboration and optimism. It marks the beginning of a new era of planning and service delivery aimed at the future needs of our citizens, connecting communities like never before."

Ed Gibbons, Councillor
CITY OF EDMONTON

10.1 STATEMENT BY THE CHAIR OF THE HOUSING COMMITTEE

This Housing Plan is a crucial aspect of the Capital Region Growth Plan for the obvious reason that we all need a roof over our heads. It has become increasingly difficult for individuals and families to find the housing they need to properly build their lives and create a better future within the Capital Region. An adequate supply of housing is critical, since housing quality, affordability and accessibility support future population growth and the attraction and retention of a diverse workforce for the Region. Furthermore, the Housing Plan has been designed to integrate with the Land Use, Transit and the GIS Plans, as part of the bigger picture.

The Housing Plan provides a clear strategy and framework to address the Region's existing unmet housing needs and its future housing requirements. The vision, goals, strategies and implementation will have an impact on the Capital Region for decades to come. Which is why the Housing Plan recognizes the need to evolve with time and based on ever-changing needs of our citizens.

The Housing Committee along with the many industry experts and housing stakeholders are to be commended for their drive and commitment in the development of this regional Housing Plan.

Successfully addressing the wide spectrum of housing needs in the Capital Region will take a long-term commitment from every stakeholder and making that commitment will help ensure the prosperity of the Region.

Marvin Molzan, Mayor of Leduc County
Chair, Housing Committee

10.2 CONTEXT

PLACING HOUSING IN CONTEXT

The Government of Alberta called for the Capital Region Growth Plan to include an integrated and strategic approach to planning for future growth. This meant identifying broad development patterns, as well as future infrastructure investments that would best complement the existing infrastructure, services and land uses in the Capital Region. The underlying objective is to coordinate our regional decisions in order to sustain economic growth, ensure strong communities and ensure a healthy environment.

To support this objective the CRB Regulation required the creation of a detailed Housing component as part of the Growth Plan. The relevant section of the Regulation is below.

Municipal Government Act
CAPITAL REGION BOARD REGULATION
Part 2
Preparation of Capital Region Growth Plan
Contents of Plan

12(1)(d) a plan regarding social and market affordable housing requirements for the Capital Region that includes recommendations with respect to the following:

(i) the general location of social housing

(ii) options to increase market affordable housing.

"A lot of people live in the small areas because they want that kind of place. They like that small town feel and like the convenience of having a city near by."

– Consultation Participant

WHY A REGIONAL HOUSING STRATEGY IS VITAL

Municipalities of all sizes in the Capital Region, both individually and collectively, have experienced a range of unintended consequences resulting from the high growth and escalating land and housing prices during the past five to seven years. This has resulted in an imbalance and in many cases a shortage in housing choice, availability and affordability across the Region. The trend is not sustainable and has the ability to impact the Region's global competitiveness, and affect its economic prosperity and citizen's quality of life.

The primary goal of the Housing Plan is to facilitate a change in development patterns to accommodate changing demographics and population growth. The emphasis is on adopting Smart Growth principles as a basis for achieving long term sustainability and specific housing goals for affordability, density and diversity in built forms, within the Capital Region. Addressing the full range of housing needs is so complex that it will require a collaborative and coordinated regional and local approach, as well as commitment from all orders of government and industry. The Principal Components of the Growth Plan – Land Use, Transit, GIS, as well as Housing – are fully integrated specifically for these reasons.

Providing a diverse range of housing options will impact people's choice on where they live. How we grow in the Capital Region will affect a household's transportation choices, commute patterns and consumption of energy and other natural resources.

Ensuring a sufficient supply of housing is needed to continue to be globally competitive as a Region to attract and retain a diverse and skilled workforce. The CRB will need to work with government and industry to ensure that housing is a regional priority.

10.3 SUMMARY OF EXISTING SITUATION

NON-MARKET HOUSING (SOCIAL) AND MARKET HOUSING

The Housing Plan focuses on two categories of housing: Non-Market Housing and Market Affordable Housing.

Non-Market Housing is defined as housing operated, funded or created through direct government subsidies. Market Housing, which comprises eighty percent of the Region's households, is accommodated by the private market. To best understand both the scope and the depth of existing and future housing needs, a thorough analysis of affordability was undertaken to establish who needs housing, where it is needed, and in what form.

"Most people think of affordable housing as something for people with low incomes... whereas it should be understood as building housing at a lower cost for anyone who wants to buy it ...there is the difference."

– Consultation Participant

The "affordability gap" is the difference between median household income and the cost to access market rental and ownership housing. Research has clearly shown that individuals and lone parent families face the largest gap when having to access market rental housing in the Capital Region. The analysis identified that over 47,000 households in the Region are paying more than thirty percent of their income on rent. This substantial gap is the result of limited supply of affordable rental housing throughout the Region. Having to spend more than thirty percent of gross income on rent severely limits a household's ability to meet basic needs, and erodes the disposable income that assures quality of life.

The implications are clear: Individuals and lone parent families experience the widest income gap and represent the largest share of households in need of Non-Market Affordable Housing, particularly those whose earnings are beneath the $35,000 income range. Those in greatest need include seniors and persons with disabilities and other special needs, many of whom rely on fixed incomes.

In the case of home ownership, the analysis shows that at current average market prices there is very little supply of affordable housing in any municipality for households earning less than $100,000 per year. The emphasis in the Housing Plan is on addressing the supply and distribution of rental housing throughout the Region in order to attract newcomers, singles, and young families to the Region. The Plan also investigates creative options to increase the supply of Market Affordable Housing to meet the demand for those singles, young families and new Canadians of modest incomes, who desire home ownership.

FUTURE TRENDS

Population projections and demographic analysis show that there will be more single person households, smaller families, and a broad range of immigrant households moving to the Capital Region in the future. While single person households will account for the largest share of the Region's growth, an aging population will also require more assisted living and other support services provided through home care. To support more sustainable development there must be an emphasis on more effective coordination of planning for greater mixed-use communities that include efficient transportation options and reasonable access to employment centres as well as reduced commute time and impact on the environment.

"High density areas should demand a communal feel with mixed demographics and on-site amenities such as health centres. But densification with proper infrastructure does encourage healthier lifestyles: less driving, increased social interaction and support for community members."

– Consultation Participant

10.4

SUMMARY OF THE HOUSING CONSULTATION

COMMUNITY AND INDUSTRY CONSULTATION

Over fifty organizations participated in a two-part community consultation as part of the development of the Housing Plan. These included representatives from housing foundations, management bodies, social service agencies, health service providers, not-for-profit housing agencies, and Municipal, Provincial and Federal governments who represented a wide cross-section of the population: seniors, youths, families, persons with disabilities, the homeless, new Canadians and Aboriginal peoples.

To better understand the state of Market Affordable Housing across the Capital Region a two-day workshop was held. The participants included representatives from the building industry, not-for-profit service organizations, federal and provincial housing representatives, and municipal elected officials, senior planners and housing administrators.

THE OVERALL CONSULTATION MESSAGE

Key themes identified during the community and industry consultations included: Regional Planning & Delivery Focus; Investment Education and Awareness; Flexibility in Land Use and Development Regulations; Supports and Enabling the Creation of Affordable Housing; Advocacy for Legislative Change; CRB establishment of a Housing Advisory Committee or Commission; and, Comprehensive Review of all planning regulations and housing input costs to achieve consistent affordability. This information proved invaluable in the creation of the Housing Plan, and helped drive key aspects of the Plan.

The information contained herein is a snapshot of the commentary and information captured in the process. A fuller picture of the community consultation is included in the Housing Plan, Appendix 5 to the Growth Plan or online at www.capitalregionboard.ab.ca.

"The standard of living coupled with the quality of life amenities, the vibrant cultural events and the energetic, friendly people make the Capital Region a great place to live. The Capital Region Board is performing a valuable service by taking a regional strategic approach to maximize the environmental, social and economic benefits to continue the enhanced quality of life for the residents."

Randy Palivoda, Alderman
CITY OF SPRUCE GROVE

10.5 VISION AND STRATEGIC PRINCIPLES

The wide range of community agencies and industry groups contributed to the following Vision and Guiding Principles developed for the Housing Plan.

VISION

The Vision for the Capital Region Housing Plan is that:

There is a sufficient supply, choice and diversity of housing within the Capital Region.

GUIDING PRINCIPLES

The Capital Region will realize its Housing Plan Vision through the following Guiding Principles:

1. Recognize that Non-Market (Social) Housing requires sustainable, predictable and adequate levels of funding in the form of capital and operating dollars from the Provincial government with support from the Federal government.
2. Leverage partnerships with the private sector, public sector and not-for-profit organizations to provide a broad range of affordable, healthy and safe housing for all income levels to meet the diverse needs of the Capital Region.
3. Respect the unique needs of the Capital Region member municipalities and create choice and diversity of housing options to enable the Capital Region to be globally competitive in attracting and retaining a diverse workforce.
    a. Plans, policies and programs must be responsive to the needs and market conditions.
    b. Solutions can be different in different communities to respond to local needs.
4. The location of housing is based on integrated planning for efficient land use that provides access to necessary amenities such as transit and support services; and achieves appropriate types of housing stock, densities and affordability for both renters and owners.
5. Build sustainable and inclusive communities that respect and support families of all income levels who represent the diversity of people who contribute to the prosperity of the Capital Region.
6. Foster collaboration among the Capital Region municipalities to achieve regional housing needs based on our collective knowledge, housing investment priorities and facilitation of innovative housing solutions.

10.6 HOUSING PLAN

The Housing Plan has been designed to respond to the challenges of long-term population growth in the Region. It has been developed through extensive quantitative analysis as well as community and industry consultations (refer to Appendix 5, Housing Plan). The Plan's strategy is to proactively support a collaborative and coordinated approach to increasing the supply of Non-Market and Market Affordable Housing in the Capital Region among CRB member municipalities and other partners (commercial and not-for-profit organizations). The Plan has six strategic objectives and actions which, taken together will have a positive impact on the diversity and supply of housing in the Capital Region. The six strategic objectives and the actions undertaken are as follows:

1. Leadership
2. Integrated Planning
3. Sustainable Funding
4. Education, Research and Capacity Building
5. Legislation and Regulations
6. Innovation, Technology and Creative Design

QUANTITATIVE ANALYSIS – COMMUNITY PROFILES

In the development of recommendations to meet the housing plan mandate, a comprehensive quantitative analysis was undertaken for each municipality within the Capital Region (Appendix 5). Using the population and employment projections developed for the growth plan and a Canada Census Custom Tabulation, the current backlog and future requirements, for Non-Market and Market Affordable Housing units, for both rental and ownership, were identified. It is the result of this quantitative analysis combined with the community and industry consultations that provided the essential framework for the recommendations found in the Housing Plan. The recommendations address the lack of choice, diversity and supply of Non-Market and Market Affordable Housing across the Capital Region, and identify specific actions required on the part of all stakeholders.

LEADERSHIP ACTIONS

1. The Capital Region Board will provide leadership to encourage a collaborative and cooperative approach with all stakeholders to achieve the Housing Plan mandate and Implementation strategy.

INTEGRATED PLANNING ACTIONS

1. The Capital Region Board, in collaboration with the Provincial government, will develop and implement a Sub-Regional Planning Framework to support the development of a Ten-Year Rolling Capital Region Housing Plan, including evaluating different funding and allocation models.
2. The Capital Region Board will develop a policy requiring municipalities to identify surplus land and to determine whether surplus land is suitable for Non-Market Housing.

SUSTAINABLE FUNDING ACTIONS

1. The Capital Region Board, in collaboration with the Provincial government, will explore alternative models for the optimal allocation of Provincial capital and operating funding for Non-Market Housing.

EDUCATION RESEARCH AND CAPACITY BUILDING

1. The Capital Region Board will develop and implement a long-term, sustainable education program to challenge misconceptions and to promote the individual, community and wider societal benefits of Non-Market and Market Affordable Housing as integral to the future growth and prosperity of the Capital Region.
2. The Capital Region will collaborate with the Canadian Home Builders Association - Edmonton Region, the Urban Development Institute - Edmonton Chapter, Canada Mortgage and Housing Corporation, and others to develop ways of showcasing Market Affordable Housing models and demonstration projects featuring affordable housing design, and pilot projects to implement and evaluate innovative concepts and ideas.
3. The Capital Region Board will support the implementation of a minimum of two demonstration projects a year in the Region.

LEGISLATIVE AND REGULATORY ACTIONS

Municipal

1. The Capital Region Board, in collaboration with municipalities, will work with Industry to identify opportunities to reduce housing development costs in order to meet the goals for developing sustainable communities. Examples include development approval processes (apply lean processes) to minimize time and cost, innovative services and development standards.
2. The Capital Region Board will explore the development of policies that encourage Heavy Industry employers in the Region to contribute to the supply of Market Affordable Housing.
3. The Capital Region Board will encourage all municipalities to review their local mill rate for rental housing and ensure it is the same as, or lower than, owner-occupied housing.

Provincial

1. The Capital Region Board will examine the need for change to Provincial legislation in the following areas: to the Municipal Government Act in order to give municipalities explicit authority to adopt inclusionary zoning for both Market Affordable Housing and Non-Market Housing, including authority to accept cash contributions in lieu of housing units; explore changes to the Alberta Building Code that have the potential to create cost reductions (without compromising safety); explore changes to the Alberta Municipal Financing Corporation to permit Social Housing Management Bodies to borrow directly.
2. The Capital Region Board, in collaboration with the Provincial government, will explore changes to the Provincial income tax system to stimulate sustainable, long-term private investment in the construction of Market Affordable Rental Housing.
3. The Capital Region Board will ask the Provincial government to adopt a policy that identifies all provincial surplus land in the Capital Region to determine whether it is suitable for Non-Market Housing; and, transfers this land to the municipality for a nominal fee to help create Non-Market Housing.

Federal

1. The Capital Region Board in collaboration with the Alberta Urban Municipalities Association (AUMA), the Alberta Association of Municipalities, Districts and Counties (AAMDC), and others, will advocate to the Federal government to reform the Federal income tax system to stimulate the construction of rental housing.

2. The Capital Region Board will advocate for the Canada Mortgage and Housing Corporation (CMHC) to undertake a review of the CMHC mortgage insurance program to remove disincentives for building rental and ownership housing (e.g. more favourable appraisals and premiums on higher-ratio financing), especially in smaller, rural growth communities.
3. The Capital Region Board will work with the Provincial government in encouraging the Federal government to adopt a policy that identifies all federal surplus land in the Capital Region to determine whether it is suitable for Non-Market Housing; and transfers it to the Capital Region Board for a nominal fee to help create Non-Market Housing.

INNOVATION, TECHNOLOGY AND CREATIVE DESIGN ACTIONS

1. The Capital Region municipalities, in collaboration with for-profit and not-for-profit housing providers and for-profit land developers, will examine opportunities for new community design standards across the Capital Region to promote Market Affordable Housing development.
2. Municipalities in the Capital Region will promote (1) alternate forms of construction such as prefabrication, (2) types of building materials that improve affordability, and (3) forms of affordability such as secondary and garage suites. Capital Region municipalities will encourage adopting favourable bylaws (i.e. allowing secondary suites as a permitted use) and providing incentives to facilitate the provision of alternate forms of affordable housing.
3. The Capital Region Board, in collaboration with industry, will examine innovative concepts that improve affordability such as Grow Homes, design flexibility and share best practices throughout the Region.

"The Capital Region, as a unified body, will be a formidable economic powerhouse on the global stage. The Capital Region Growth Plan may not address all of the issues that are apparent in the area, therefore, as we move forward the Plan will need to be refined and fine-tuned to ensure it meets the needs and objectives of the 25 member municipalities."

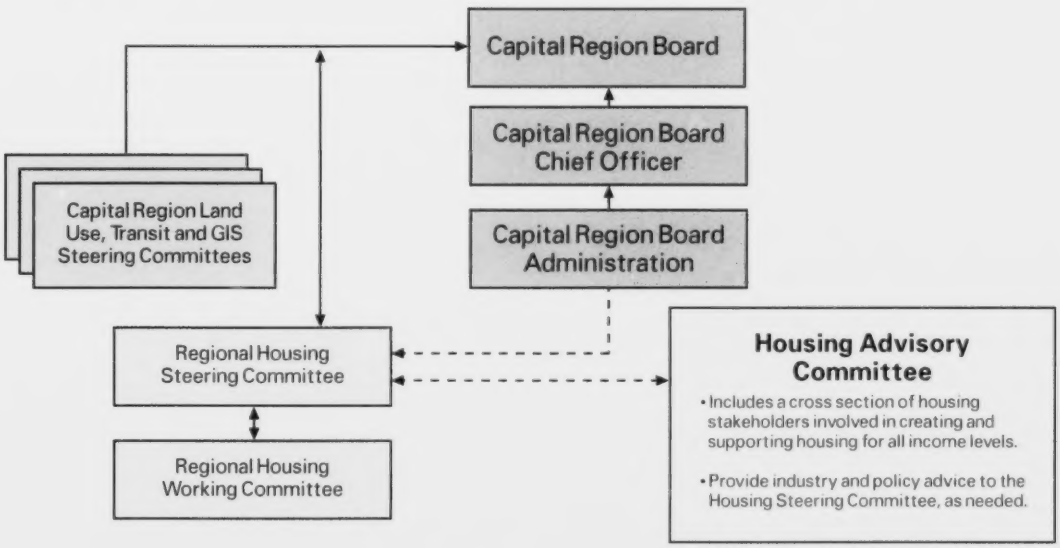
Rob Wiedeman, Mayor
PARKLAND COUNTY

10.7 IMPLEMENTATION OF THE PLAN

The implementation of the Housing Plan is divided into three parts. The first part identifies a framework for the ongoing work of the Housing Committee identified in the Plan and includes a Governance Model. The second part introduces a Ten-Year Rolling Housing Plan. The third part is to implement a Sub-Regional Planning Model.

GOVERNANCE

To effectively support the Regional Housing Strategy identified in the Housing Plan; the CRB has recommended the following Governance Model, in which a Regional Housing Steering Committee would be established. This Steering Committee would report directly to the CRB and would have no independent authority over the participating municipalities.


Capital Region Board
Capital Region Board Chief Officer
Capital Region Board Administration
Capital Region Land Use, Transit and GIS Steering Committees
Regional Housing Steering Committee
Regional Housing Working Committee
Housing Advisory Committee
• Includes a cross section of housing stakeholders involved in creating and supporting housing for all income levels.
• Provide industry and policy advice to the Housing Steering Committee, as needed.

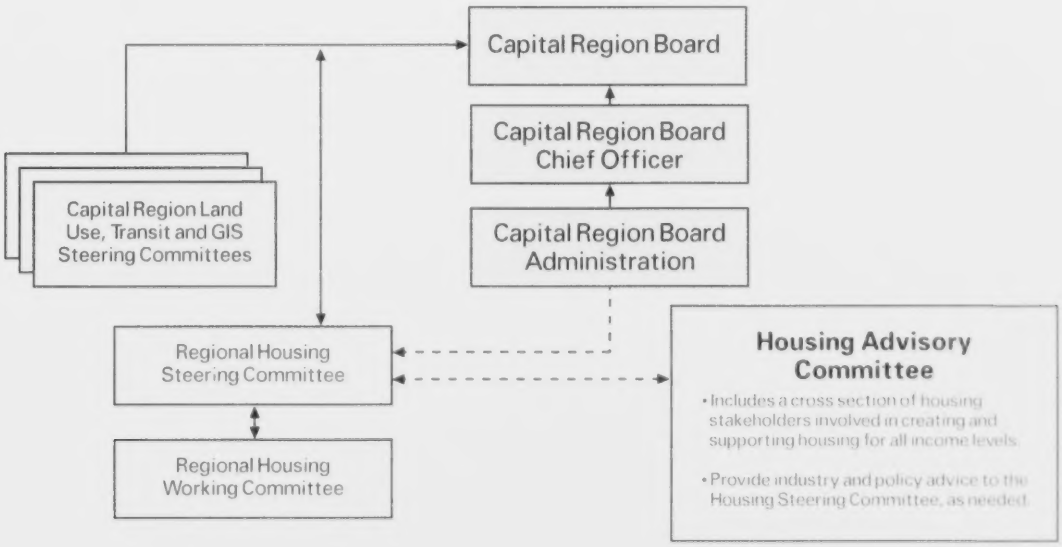
The Steering Committee would consist of six elected officials of the CRB plus one senior housing representative from each of the Federal and Provincial governments, all of whom would be voting members. Preference should be given to municipalities with the largest housing gap. The Steering Committee would be supported by a Working Committee, as well as an Advisory Committee to help remain informed of current housing policies and trends.

10.7 IMPLEMENTATION OF THE PLAN

The implementation of the Housing Plan is divided into three parts. The first part identifies a framework for the ongoing work of the Housing Committee identified in the Plan and includes a Governance Model. The second part introduces a Ten-Year Rolling Housing Plan. The third part is to implement a Sub-Regional Planning Model.

GOVERNANCE

To effectively support the Regional Housing Strategy identified in the Housing Plan; the CRB has recommended the following Governance Model, in which a Regional Housing Steering Committee would be established. This Steering Committee would report directly to the CRB and would have no independent authority over the participating municipalities.


Capital Region Board
Capital Region Board Chief Officer
Capital Region Board Administration
Capital Region Land Use, Transit and GIS Steering Committees
Regional Housing Steering Committee
Regional Housing Working Committee
Housing Advisory Committee
• Includes a cross section of housing stakeholders involved in creating and supporting housing for all income levels.
• Provide industry and policy advice to the Housing Steering Committee, as needed.

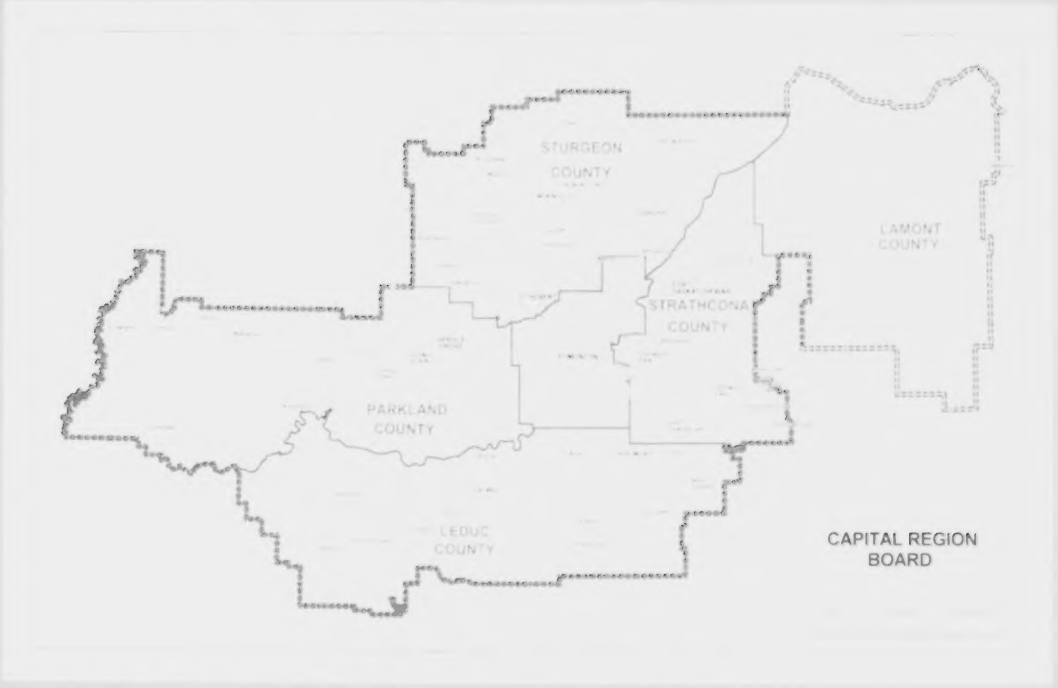
The Steering Committee would consist of six elected officials of the CRB plus one senior housing representative from each of the Federal and Provincial governments, all of whom would be voting members. Preference should be given to municipalities with the largest housing gap. The Steering Committee would be supported by a Working Committee, as well as an Advisory Committee to help remain informed of current housing policies and trends.

TEN-YEAR ROLLING REGIONAL HOUSING PLAN

As part of implementing the Housing Plan, the first priority will be the establishment of a rolling Ten-Year Regional Housing Plan. The Housing Plan will identify, on an ongoing basis, the housing priorities for the Capital Region based on the identification of housing affordability and changing demographics and socio-economic characteristics across the Region. In collaboration with funding from the Province for Non-Market Housing, the Capital Region will develop policies, appropriate targets and monitor the outcomes to ensure the equitable distribution of housing.

SUB-REGIONAL PLANNING MODEL

The Housing Plan identifies six sub-regions to identify and prioritize the Non-Market and Market Affordable Housing needs. The focus of the Ten-Year Rolling Plan will be to achieve specific annual targets for additional Market Affordable and Non-Market Housing units in each specific sub-region (the boundaries of which can be seen in the map below).



FURTHER IMPLEMENTATION DETAIL

The implementation of the Housing Plan is complex and looks far into the future. The information provided in the Growth Plan is a blueprint for future directions, but additional detail is available in the Housing Plan, Appendix 5 of the Growth Plan and can be accessed online at www.capitalregionboard.ab.ca.

"The Capital Region Growth Plan is an excellent opportunity for the unique rural and urban municipalities to develop a collective vision for economic sustainability." **Wayne Woldanski,** Reeve
LAMONT COUNTY

10.8 FUTURE HOUSING INITIATIVES

In the course of developing the Housing Plan, the CRB has identified four priority initiatives for future action. These are:

1. To support municipalities in the sharing of best practices for the identification of opportunities to reduce costs of development.
2. To support municipalities in the development of a Regional Marketing and Education Campaign that includes different modules to address a range of education needs, from overcoming NIMBY (Not-In-My-Back-Yard), to the planning and implementation of Smart Growth Communities.
3. To support municipalities in the development of a transition to a Sub-Regional Planning Framework that considers existing Affordable Housing Plans and includes ensuring the involvement of not-for-profit stakeholders within the community.
4. Support the Sub-Regional Planning Framework with current housing data and trend information including Implementation tools to monitor the progress of Sub-Regional Plans.

10.9 RECOMMENDATIONS TO EXTERNAL BODIES

In the development of the Housing Plan, a number of actions were identified for each key stakeholder group that will have a positive impact on addressing the housing gap in the Capital Region.

FEDERAL GOVERNMENT

1. Develop a National Housing Strategy and Sustainable Funding Program in partnership with the Provincial and Territorial governments.
2. Increase program funding (or consider new) programs to address Non-Market Housing needs, including supports to address the housing needs of immigrants, youths and First Nations persons, including those living off-reserve and in urban communities.
3. Create incentives to stimulate private investment in the construction of Market Affordable rental housing (e.g. underwriting policies that support the construction of Market Affordable Housing and Non-Market Housing, income tax policies, programs and legislation, including for municipal infrastructure).
4. Create a Federal Department of Housing with a dedicated Minister that incorporates the Canada Mortgage and Housing Corporation and other related functions to demonstrate that housing is a Federal priority.
5. Undertake research and development to identify "best practices" and innovative ways to achieve more efficient design and construction in all forms of housing.
6. Provide funding and develop programs and policies that support development of workforce skills and immigration.

PROVINCIAL GOVERNMENT

1. Develop and implement a Ten-Year Provincial Housing Plan to address Non-Market Housing needs.
2. Provide sustainable long-term (10 years) funding for Non-Market (Social) Housing Programs that includes capital and operating dollars.
3. Implement new programs to upgrade municipal infrastructure to support affordable housing initiatives.
4. To improve effectiveness, locate all housing programs, portfolio administration and funding in one ministry.
5. Provide sustainable long-term funding and leadership for the research and development of innovative technologies to design and construct all forms of housing, including stimulation of education, training and recruitment of construction and building trades.
6. Fund and develop programs and policies that support a skilled workforce through skills development and immigration.
7. Establish an annual process to review all income support programs (including income tested housing programs) to ensure that program benefits reflect current local market prices for basic living expenses.
8. Develop financial models that will encourage the construction of affordable housing.
9. Continue with the rent supplement program until a significant portion of the backlog is addressed.

"The Region needs to recognize that the cost of inaction is greater than the cost of providing Non-Market (social) Housing."

– Consultation Participant

MUNICIPAL GOVERNMENT

1. Develop and implement flexible land use policies to enable a wide range of housing affordability and choice.
2. Develop and implement smart growth housing policies, programs and plans in support of sustainable communities.
3. Provide leadership for integrated planning (land use, transit, support services) that creates and sustains inclusive and healthy communities.
4. Facilitate partnerships with for-profit and not-for-profit housing providers and other housing stakeholders to address the continuum of housing needs within each municipality.
5. Facilitate public education and awareness to promote understanding and acceptance and address misconceptions of Non-Market Housing.
6. Facilitate the development of undeveloped municipal property and acquire land for Non-Market Housing projects.

BUILDING INDUSTRY

1. Provide leadership in the sharing of best practices and the development of innovative approaches to residential land development, construction and design techniques, to address housing needs.
2. Participate in the development of government policies, plans and regulations to ensure a broader range of housing, affordability, choice and diversity of housing across the Capital Region.
3. Provide leadership in the education and marketing of housing products to the public, including support for, and appropriate responses to new residential developments through the public approval (consultation) process.
4. Ensure that cost reductions realized through government initiatives are fairly reflected in reduced pricing.

10.10 CONCLUSION

In recent years, municipalities across the Capital Region have, both individually and collectively, experienced a range of unintended consequences resulting from high growth and escalating land and housing prices. The absence of collaboration and coordination in intermunicipal planning worsened many of these consequences, including urban sprawl, a limited mix of housing options, difficulty in attracting skilled workers, and a lack of developers and builders willing to risk creating smaller affordable rental units. The result is a Capital Region with significant numbers of households which require affordable housing, both rental and ownership.

The Housing Plan, working as one element of the Capital Region Growth Plan, will significantly improve the existing situation. Many municipalities within the Region are already starting to realize how innovative approaches can have a positive impact on their communities. We need to be organized, efficient, and cooperative in order to make housing affordable and available throughout the entire Region. Achieving regional economic prosperity depends on the availability, choice and diversity of housing. We must increase the supply of affordable rental housing region-wide, and there must be sustainable government funding for Non-Market Housing. Strong political leadership to create the partnerships and vision that will lead us to sustainable, inclusive communities is imperative. All of the above must take place within the context of more broadly coordinated and sustainable regional and sub-regional planning which is precisely why this Housing Plan is an integral part of the future success of the Capital Region Growth Plan.

The fundamental strategy of this Housing Plan is to proactively foster and support a coordinated approach among all three orders of government, the Capital Region Board, the community, not-for-profit organizations and the building industry. This strategy, if carried out, will substantially increase the supply of Market Affordable Housing across the Region and will meet the existing and future needs for Non-Market Housing. The ultimate objective is to protect and build upon the quality of life and economic prosperity of the Capital Region.

SECTION 11

IMPLEMENTATION OF THE GROWTH PLAN

11.1 INTRODUCTION

The Capital Region Board Regulation provides that the Capital Region Growth Plan will be approved by the Minister of Municipal Affairs and take effect on a date specified by the Minister. The Regulation also indicates the effect of this Growth Plan and the actions participating municipalities must take to conform to it. The Land Use Plan, Appendix 2, explains in more detail the process to amend municipal statutory plans in order to conform to this Growth Plan. Specific implementation details related to each of the Land Use, Intermunicipal Transit, GIS and Housing Plans are provided in the Appendices to the Growth Plan.

"Adoption of best practices across the Region in all areas, such as development, environmental practices, and infrastructure, can happen if the Region works together."

– Consultation Participant

11.2 RECOMMENDATIONS TO EXTERNAL BODIES

This section contains a summary of the Capital Region Board's recommendations to external bodies, including the Government of Alberta, as well as outlining future actions for both the Capital Region Board and member municipalities. As part of the implementation of the Growth Plan, the Board will be ensuring these recommendations are acted upon in a coordinated manner.

LAND USE

The implementation of the Land Use Plan will be successful with the cooperation and collaboration of many other parties in the Capital Region. The CRB believes that the following recommendations to external bodies will facilitate the implementation of the Plan.

Recommendations to the Government of Alberta for Legislative Amendments, Action or Policy Change:

1. That legislative enabling provisions be introduced to adopt the Regional Evaluation Framework (REF) to succeed the Transitional Regional Evaluation Framework (TREF).
2. That legislative enabling provisions be introduced to establish that an appeal on a Capital Region Board decision can be made to the Court of Queen's Bench on all matters.
3. Within the context of the Land Use Framework, that the Government of Alberta establish provisions for the preservation of agricultural lands by 2010.
4. That the Government of Alberta undertake a review of standards with respect to private communal sewage treatment systems to identify ways to allow more flexibility in the approval and use of such systems in the Capital Region.
5. That the Government of Alberta collaborate with the Capital Region Board to identify and protect land required for future transportation and utility corridors (TUC) within the Capital Region.

"Not everybody can agree on everything, and that's the truth in municipal politics. But one thing we agree on in Thorsby and in the rest of the Region, is that a strong economy is good for us all. Speaking with one voice will make the Capital Region stronger."

Allan Gee, Mayor
VILLAGE OF THORSBY

In order for the Capital Region Board to realize the Vision in the Capital Region Growth Plan and, more specifically, to realize the Principles and Policies of the Land Use Plan, the Board must establish partnerships with external bodies involved with growth and development in the Capital Region.

Regional Partnerships to be Established Between:

1. Alberta's Industrial Heartland Association and the Capital Region Board to coordinate planning and development activities in the Capital Region
2. Capital Region infrastructure organizations (e.g. EPCOR, Alberta Capital Region Wastewater Commission, individual Water Commissions) and the Capital Region Board to collaborate on the development of regional infrastructure in the Capital Region.
3. The Water Management Framework and the Capital Region Board to collaborate on the withdrawal and discharge of water from the North Saskatchewan River.
4. Edmonton Regional Airports Authority and the Capital Region Board to collaborate on the development of Port Alberta and other airport-related activities within the Capital Region.
5. Alberta Environment and conservation organizations and the Capital Region Board to collaborate to identify and protect environmentally sensitive areas and natural features.

TRANSIT

1. **Approval of the Capital Region Intermunicipal Transit Network Plan** – The Capital Region Board urges the Government of Alberta to endorse this Plan without reservation, to advocate on its behalf to the Federal government and to recognize its role in helping the Capital Region to achieve its economic, social, cultural and environmental goals.

2. **Support of the Ongoing Role and Mandate of the Capital Region Board** – A governance structure and decision-making framework for the RTC has been arrived at through collaboration and consensus between member municipalities. The Provincial government is urged to support this governance model and to enact the necessary legislative and/or regulatory changes to support the implementation of this governance model.

3. **Implementation of "Quick Wins"** – The Capital Region Transit Plan has identified a number of quick wins; that is, transit initiatives and projects that are regionally beneficial and which can be implemented relatively quickly, given the support and collaboration of the Province.

4. **Development of an Urban Transit Section within Alberta Transportation** – A new section within Alberta Transportation should have a mandate and responsibility for developing and programming transit supportive policies, programs and initiatives on the provincial highway network within Alberta's two major urban regions, including the Capital Region.

5. **Development of a Capital Region Roadway Plan** – In order for growth and development to occur in an orderly, effective and productive fashion, a Land Use Plan, a Transit Plan and a Roadway Plan all need to have a common strategic direction. The Capital Region Board Regulation did not include a mandate to develop a regional roadway plan.

   The Provincial government is strongly urged to develop a Capital Region Roadway Plan, in consultation with the Capital Region Board, and with significant contributions from the newly created Urban Transit Section that reflects the new and emerging realities in the Capital Region and one which complements the Land Use and Transit Plans completed by the Capital Region Board.

6. **Public Transit should be Considered in Context with Other Public Policy Issues** – The Government of Alberta has recently undertaken new policy initiatives aimed at updating its Energy Strategy and policies relating to reduction of Greenhouse Gas (GHG) emissions. The emergence of this Capital Region Transit Plan is very timely, as it strongly supports the energy and greenhouse gas emissions policies of the Provincial government. Given a more effective and heavily used regional transit system the region will consume less energy, emit fewer greenhouse gases, emit fewer pollutants and contribute to a greater state of health and well-being.

   In addition, there are opportunities for the Provincial government to integrate public transit service policy and delivery with social and healthcare programs as they relate to transportation of persons with disabilities.

7. **Provision of New Stable Operating and Capital Funds for a Regional Transit System** – In order to leverage the significant benefits of a truly regional transit system, it is recommended that the Provincial government consider providing stable and ongoing operating and capital funds to municipalities where demand can support local and/or intermunicipal transit service. In the same vein, the Provincial government is encouraged to explore alternative funding models in Canada and elsewhere in an effort to broaden the range of funding sources that can be made available for municipal, and in particular, regional transit service in the Capital Region.

   Given the significant returns received by the Federal government as a result of economic activity in the Capital Region, the Provincial government should engage in substantive dialogue with the Federal government to ensure policy alignment and that the Region's transit infrastructure needs are recognized and acted upon in Federal infrastructure funding programs.

8. **Preparation of a Cost Allocation Model** – There is currently no mechanism for benefiting municipalities to share costs associated with the delivery of intermunicipal transit services. On December 15, 2008, the Provincial government set the expectation that the Capital Region Board will develop one or more formulas that would apply to any municipal portion of operating and capital costs for regional transit. The Province is encouraged to provide a clear understanding of the new ongoing funding arrangement, as noted under Recommendation 7, to provide a clear framework for development of regional transit cost allocation formulas.

9. **Finalize Details of the "GreenTRIP" Program** – The Provincial government's recently announced "GreenTRIP" funding initiative appears to be very closely aligned with the new Capital Region Transit Plan and, in particular, its quick wins. The Capital Region Board urges the Provincial government to finalize the details of the "GreenTRIP" Program as the Capital Region is ready to respond positively to this program in a regionally beneficial and coordinated fashion.

GIS

1. **Stable Funding**
   The CRB recommends that the Government of Alberta provide adequate funding for the Capital Region GIS.

HOUSING

Federal Government

1. Develop a National Housing Strategy and Sustainable Funding Program in partnership with the Provincial and Territorial governments.
2. Increase program funding to more (or new) Programs to address Non-Market Housing needs, including supports to address the housing needs of immigrants, youths and Aboriginal persons including those living off-reserve and in urban communities.
3. Create incentives to stimulate private investment in the construction of Market Affordable rental housing (e.g. underwriting policies that support the construction of Market Affordable Housing and Non-Market Housing, income tax policies, programs and legislation, including for municipal infrastructure).
4. Create a Federal Department of Housing with a dedicated Minister that incorporates the Canada Mortgage and Housing Corporation and other related functions to demonstrate that housing is a Federal priority.
5. Undertake research and development to identify best practices and innovative ways to achieve more efficient design and construction in all forms of housing.
6. Provide funding and the development of programs and policies that support development of workforce skills and immigration.

Provincial Government

1. Develop and implement a Ten-Year Provincial Housing Plan to address Non-Market Housing needs.
2. Provide sustainable long-term funding for Non Market Housing programs, which includes capital and operating dollars.
3. Implement new programs to upgrade municipal infrastructure to support affordable housing initiatives.

4. To improve effectiveness, locate all housing programs, portfolio administration and funding in one ministry.
5. Provide sustainable long-term funding and leadership for the research and development of innovative technologies, including stimulation of education, training and recruitment (immigration, as needed) of construction and building trades.
6. Fund and develop programs and policies that support a skilled workforce through skill development and immigration.
7. Establish an annual process to review all income support programs (including income tested housing programs) to ensure that program benefits reflect current local market prices for basic living expenses.
8. Develop financial models that will encourage the construction of affordable housing.
9. Continue with the Rent Supplement Program until a significant portion of the backlog is addressed.

Municipal Government

1. Develop and implement flexible land use policies that enable a wide range of housing affordability and choice.
2. Develop and implement smart growth housing policies, programs and plans in support of sustainable communities.
3. Provide leadership for integrated planning (land use, transit, support services) that creates and sustains inclusive and healthy communities.
4. Facilitate partnerships with commercial and not-for-profit housing providers and other housing stakeholders to address the continuum of housing needs within each municipality.
5. Facilitate education and awareness of the public to promote understanding and acceptance (and addressing misconceptions) of Non-Market Housing.
6. Facilitate the development of undeveloped municipal property and acquire land for development of Non-Market Housing.

Building Industry

1. Provide leadership in the sharing of best practices and development of innovative approaches to residential land development (engineering and design) and construction and design techniques to address housing needs.
2. Participate in the development of government policies, plans and regulations to ensure a broader range of housing is available and to ensure affordability, choice and diversity of housing across the Capital Region (i.e. zoning bylaws, federal and provincial legislation governing housing, building and fire code regulations etc.).
3. Provide leadership in the education and marketing of housing products to the public, including support and appropriate responses to new residential developments through the public approval (consultation) process.
4. Ensure that cost reductions realized through government initiatives are fairly reflected in reduced product pricing.

11.3 DISPUTE RESOLUTION AND APPEALS

The Capital Region Board Regulation addresses dispute resolution and appeal mechanisms. Section 24 of the Regulation provides for a process for dispute resolution if a municipality is of the view that there has been a breach of process, improper administration or discriminatory treatment by the Capital Region Board. Initially, on receipt of a complaint from a member municipality, the Board will try to resolve the complaint informally. If the complaint cannot be resolved, the Board may refer the process to mediation. Finally, if the parties cannot resolve the issue through mediation, the Board may refer the matter to arbitration under the Province's Arbitration Act.

Section 16 of the Regulation requires municipalities to comply with this Growth Plan. If a municipality does not comply, the Capital Region Board may apply to the Court of Queen's Bench for an injunction or other order.

Section 31(2) of the Regulation provides for an avenue of appeal directly to the Minister of Municipal Affairs: "...the Minister may by order take any action that the Capital Region Board may or must take under this Regulation".

As well, one of the Land Use Plan recommendations is for the Government of Alberta to provide authority in Legislation to allow an appeal on a Capital Region Board decision to the Court of Queen's Bench, on all matters.

"In some ways, being a small village, we're not central to what goes on in the Capital Region, but in another we are central, since we represent much of what the Region is about – cherishing the land we live on and being responsible for it. We're looking forward to playing our role in the Capital Region in years to come."

Dawson Kohl, Mayor
VILLAGE OF WARRENSBURG

SECTION 12

GOVERNANCE AND THE FUTURE OF THE CAPITAL REGION BOARD

12.1 STATEMENT BY THE CHAIR OF THE GOVERNANCE COMMITTEE

To achieve long-term success the Capital Region Board requires a governance structure which can effectively address today's opportunities and challenges, while maintaining the flexibility to respond to the realities of tomorrow. The Capital Region Board recognized the need to clearly define the roles and responsibilities of board members, committees and staff, and to establish parameters in which the participants would operate. It also endorsed reporting relationships and requirements to ensure accountability for actions taken by the Board.

Acknowledging that change is inevitable, "evergreening" strategies were incorporated into this Plan to ensure processes will be in place to allow change. These processes range from simple steps to accommodate minor plan amendments, to schedules for more comprehensive plan reviews.

The Governance Committee agreed that public input played a positive and important role in the shaping of the Capital Region Growth Plan. To ensure future Boards continue to benefit from the insight of informed stakeholders, the Committee brought forward the concept of a permanent Regional Blue Ribbon Panel to provide perspective on Regional issues.

The members of the Governance Committee deserve credit for both their commitment and the thoughtful ideas they contributed to this Growth Plan.

Cathy Olesen, Mayor of Strathcona County
Chair, Governance Committee

12.2 GOVERNANCE ISSUES

During the preparation of the Capital Region Growth Plan, the CRB discussed a number of issues related to its governance now and in the future. This section provides a summary of those discussions.

COST-SHARING FORMULA

On December 15, 2008, the Minister of Municipal Affairs accepted the Capital Region Board's approved formula for sharing costs among member municipalities for Regional projects. Under this formula, each municipality will contribute a small core fee with the remainder of the costs allocated in proportion to each municipality's population and total equalized assessment. Once this Growth Plan has been approved, the formula will apply to the municipal share of costs for projects designated by the Board as Regional projects. As noted in the Intermunicipal Transit Network Plan, this formula does not apply to operating and capital costs for intermunicipal transit. The Transit Committee will develop a formula that will apply to the costs for such regional transit projects (Refer to Supplementary Information - Capital Region Board Working Group on Cost Allocation Report).

CHAIR OF THE BOARD

The Capital Region Board Regulation specifies that there will be a chair of the Board elected from among the Board members at some time in the future. Until that time, the current Interim Chair remains in place and does not have voting rights. In December 2008, the CRB wrote to the Minister of Municipal Affairs indicating the members' preference to have the current Interim Chair continue in that position for an additional year.

VOTING RIGHTS OF REPRESENTATIVES

The Capital Region Board Regulation provides that each member of the CRB has one vote. If a decision is made by a vote, the decision must be supported by not fewer than seventeen representatives from participating municipalities that collectively have at least 75 percent of the population of the Capital Region. When a vote is taken and a Board member is not present, or abstains from voting, the Board member is deemed to have voted in the affirmative.

Each member of the Board has identified an alternate elected official from their municipal council who may attend a Board meeting and vote in the absence of the member. This has worked well and provided the flexibility to have municipal elected representatives at Board meetings and Committee meetings. In the event of the inability of both a Board member and their alternate to attend a meeting, alternative methods of voting have been offered to towns and villages.

DELEGATION

The Regulation provides that the Board may delegate its authority, except to make bylaws, borrow money, adopt budgets and to approve financial statements. Early in its mandate, the Board delegated to a rotating committee of member municipality Chief Administrative Officers (CAOs) the authority to review and approve applications for amendments to municipal statutory plans under the Transitional Regional Evaluation Framework. This delegated process worked well and has informed the creation of the Regional Evaluation Committee to oversee the future approvals of municipal statutory plans (further details on the Regional Evaluation Committee are available in the Land Use Plan, Appendix 2 to the Capital Region Growth Plan).

ANNUAL REPORT OF THE BOARD

The Regulation provides that the Board shall submit an annual report on its activities to the Minister of Municipal Affairs and that the Minister shall provide a copy of this report to the Legislative Assembly. The Board will provide its initial Annual Report to the Minister of Municipal Affairs in June 2009.

"Lamont has its very own special history and sense of place, not to mention a beautiful prairie parkland setting, but we're also secure in our belief that it's a good thing to join hands as the Capital Region to work more efficiently. It makes sense."

Steven Sharun, Mayor
TOWN OF LAMONT

12.3 FUTURE OF THE CAPITAL REGION BOARD AND THE GROWTH PLAN

MANDATE OF THE BOARD

In addition to the preparation and implementation of a Capital Region Growth Plan, the Regulation provides for a number of roles and responsibilities in the Board's mandate that will continue beyond March 31, 2009. The Capital Region Board Regulation provided the Board with the following mandate:

- Prepare a proposed Capital Region Growth Plan
- Advise and make recommendations to the Minister regarding the preparation and implementation of the Growth Plan
- Facilitate the resolution of issues arising from the preparation and implementation of the Growth Plan
- Implement policies for the sharing of costs among the participating municipalities for regional projects of the Capital Region
- Carry out any other functions and duties as the Minister directs.

"Redwater is one of the smaller towns in the Capital Region, and we kind of like it that way. But we also like being part of a Region that's going places and that thinks big."

Mel Smith, Mayor
TOWN OF REDWATER

As the Growth Plan is implemented, the Board will assume a number of functions pertaining to the implementation of the four Principal Components of the Growth Plan. These functions are summarized in the table below.

Implementation of the Growth Plan - Capital Region Board Functions

Function	Strategic Planning	Detailed Planning	Direct Delivery	Monitoring/ Reporting	Compliance
Land Use Planning	√	√		√	√
GIS	√	√	√	√	
Intermunicipal Public Transit	√	√	√	√	
Housing	√			√	

Notes to Table:

Strategic Planning	*long-term consideration of trends and needs to inform a long-term plan*
Detailed Planning	*planning for short-term*
Direct Delivery	*responsibility for delivering services directly or by coordinating the delivery of services with member municipalities and/or the private sector*
Monitoring and reporting	*reporting to member municipalities, the Province and to the public about the Growth Plan*
Compliance	*ensuring compliance of member municipalities with decisions of the CRB and the Growth Plan*

The Regulation also provided for a number of potential future roles and responsibilities of the Board, none of which are addressed in this Growth Plan.

FUTURE OF THE BOARD

The Board will continue to be responsible for the following:

- Following approval of the Capital Region Growth Plan by the Minister, implementation of the Growth Plan and resolving any issues related to its implementation.
- Updating the Growth Plan to ensure that it reflects the actual growth and development in the Capital Region.
- Implementing the cost-sharing formula agreed to by the Board and approved by the Minister in December 2008, including identifying regional projects as specified in the arrangement.
- Approving changes to municipal statutory plans in accordance with the Regional Evaluation Framework provided in the Land Use Plan.
- Advocating for the successful implementation of the Capital Region Growth Plan.
- Effectively carrying out any other responsibilities identified in the Capital Region Board Regulation.

UPDATING THE GROWTH PLAN

This Growth Plan describes the Vision of the Capital Region in the long-term and provides a blueprint for how to successfully achieve that Vision. Following the submission of this Growth Plan to the Minister by March 31, 2009, a process must be in place to ensure that the Plan is responsive to changing circumstances in the Capital Region.

It is important to recognize that the Growth Plan, as it appears in 2009, is unable to anticipate changing circumstances in the Region over the long-term. The Plan will therefore need to be reviewed and revised in order to be kept current as development occurs in the Region. In the future, the Board's Annual Business Plan will identify and schedule the activities for updating the Growth Plan.

Each of the Intermunicipal Transit, Housing, GIS and Land Use Plans propose that the CRB establish ongoing Committees with roles and responsibilities to oversee the implementation of each of the respective plans. Although the Plans identify specific roles and responsibilities in their subject areas for these Committees of the CRB, there are also more general roles and responsibilities for these Committees in supporting the CRB to keep the Growth Plan updated which include:

a. Monitoring the progress of implementation of the Growth Plan and providing regular updates to the CRB;
b. Providing policy guidance for implementation of that portion of the Growth Plan;
c. Promoting the adoption of recommendations made in the Growth Plan; and,
d. Monitoring societal, economic and environmental trends that may affect the Growth Plan and identifying required updates, amendments and actions, if any.

The Capital Region Board's mandate in keeping the Growth Plan "evergreen" includes:

- Amending the Growth Plan at any time, upon the recommendation of a Committee. It is anticipated that the most frequent request for amendment will be in relation to land use.
- Conducting a full review of all aspects of the Growth Plan at least every five years as part of its ongoing business planning process. This will ensure that the Growth Plan reflects changes in economic, environmental and other significant trends.
- Submitting significant amendments to the Plan will also need Ministerial approval.
- Minor amendments, such as land use designations, should be exempt from Ministerial approval.

"Strategic conversations about regional interconnections and interdependencies in order to balance, the current needs of citizens and the ability of future generations of citizens to meet their needs, is one of the many successes of the Capital Regional Growth Plan."

Ben Van De Walle, Councillor
TOWN OF MORINVILLE

SECTION 13

STAKEHOLDER ENGAGEMENT

In the preparation of this Growth Plan, there has been widespread consultation with stakeholders in the Region with respect to land use, transit, GIS and housing issues. The Capital Region Board Regulation is not specific in identifying any requirements to engage the public or stakeholders in the future. However, given the significant impact that the Growth Plan will have on the lives of residents in this Region, the Board will ensure that updating the Growth Plan will include engaging the public. This is one of the implementation issues that will be addressed by the Board following approval of the Growth Plan.

Stakeholder and public input can come from a number of sources – focus groups, participation at CRB meetings, public surveys and many others. During the development of this Growth Plan, Blue Ribbon Panels of experts were very helpful in advising on the land use and transit issues to be addressed in the Plan. In the future, to assist the CRB in better decision-making related to the economic, environmental and social interests of the Capital Region, the CRB will establish a Regional Blue Ribbon Panel to provide ongoing advice on regional issues (further details are provided in Supplementary Information).

SECTION 14

CONCLUSION

When the Government of Alberta created the Capital Region Board Regulation under the Municipal Government Act on April 15, 2008, the Capital Region Board became a reality. This was a watershed moment for the Capital Region. It was clear that exciting new directions were possible but that difficult work lay ahead. Between April 2008 and March 2009, the CRB worked with the public, with many elected and administrative officials, and with industry and academic leaders to prepare this Capital Region Growth Plan. In both scale and timing this was a significant accomplishment, and the Growth Plan now exists as a Vision that will sustain economic growth, ensure strong communities and contribute to a healthy environment in the Capital Region for decades to come.

The 2009 Growth Plan includes four Principal Components: a Land Use Plan, a Housing Plan, an Intermunicipal Transit Network Plan, and a Geographic Information Services (GIS) Plan. The Land Use Plan is based on sound planning principles that will allow the Region to manage growth while minimizing our footprint, to strengthen communities, to focus on transit-oriented development, and to ensure a strong economy in the future. The Transit Plan charts a course for coordinated expansion of intermunicipal transit. The GIS Plan sets out a process for establishing an information service that will allow the Capital Region Board to make effective regional decisions and measure the impact of those decisions. The Housing Plan is a blueprint to ensure Capital Region residents have access to affordable housing. As key elements of the Capital Region Growth Plan, these four components are based on interrelated principles and will together support the vision of a prosperous economy and an improved quality of life in the Capital Region.

The Capital Region of tomorrow will not be the same as the Capital Region of today. This is why the Growth Plan, and indeed the CRB Regulation itself, offers the scope for adaptation and updating – for "evergreening" – not to mention the possibility of additional future projects. In order for growth and development to occur in an orderly, effective and productive fashion, Land Use, Transit and Housing, as well as supportive GIS Plans need to have a common strategic direction.

The Capital Region is made up of diverse and vibrant communities. The Region is united by the belief there is nowhere better to live and work, and by the ability to cooperate toward a larger vision. The Growth Plan is proof that regional co-operation works. This Plan delivers to the citizens of the Capital Region a bridge to guide us from the present to our shared future.

ACKNOWLEDGEMENTS

The Capital Region Board would like to acknowledge the contribution of many individuals and organizations who contributed time, expertise and ongoing support throughout the process of developing the Growth Plan.

LAND USE COMMITTEE

Stephen Mandel, Mayor, City of Edmonton, Chair
Anita Fisher, Mayor, Town of Devon Vice-Chair
Lloyd Bertschi, Mayor, Town of Morinville
Nolan Crouse, Mayor, City of St. Albert
Greg Krischke, Mayor, City of Leduc
Marvin Molzan, Mayor, Leduc County
Cathy Olesen, Mayor, Strathcona County
Randy Palivoda, Alderman, City of Spruce Grove
Donald Rigney, Mayor, Sturgeon County
Jim Sheasgreen, Mayor, City of Fort Saskatchewan
Rob Wiedeman, Mayor, Parkland County
Wayne Woldanski, Reeve, Lamont County

Consultants

Stantec Consulting
- Simon O'Byrne
- Bonnie McInnis
- John Steil

Darryl Howery, Applications Management Consulting Ltd.
Calder Bateman
- Margaret Bateman
- Justin Archer

Katie Soles, Soles & Company
Bruce Cameron, eNRG Research Group

Blue Ribbon Panel

Dr. Carl Amrhein, University of Alberta
David Baxter, Urban Futures Institute
Jerry Bouma, Toma and Bouma Management Consultants
Dr. Roger Epp, Augustana Campus, University of Alberta
Richard Parker, RKP Consulting

PUBLIC TRANSIT COMMITTEE

Nolan Crouse, Mayor, City of St. Albert, Chair
Rob Wiedeman, Mayor, Parkland County, Vice-Chair
Carrie Fischer, Councillor, Town of Redwater
Ed Gibbons, Councillor, City of Edmonton
Greg Krischke, Mayor, City of Leduc
Mary-Ann McDonald, Councillor, Leduc County
Bill Nimmo, Mayor, Town of Gibbons
Randy Palivoda, Alderman, City of Spruce Grove
Kirk Popik, Mayor, Town of Calmar
Peter Wlodarczak, Councillor, Strathcona County

Consultants

Hassan Shaheen, P. Eng., ISL Engineering and Land Services Ltd.

In conjunction with

Scott Baker, AECOM Consult
Dan Levy, Dan Tec Associates
Steven Wilks, IBI Group
Dr. Ian Montgomerie
IMI strategics

Blue Ribbon Panel

Al Cormier, Electric Mobility Canada
Dr. Anthony Perl, Simon Fraser University
Robert Olivier, Agence Métropolitaine de Transport de Montréal
Glen Leicester, Shirocca Consulting

Other contributors included administrators from CRB member municipalities and existing Capital Region transit operators.

GIS COMMITTEE

Greg Krischke, Mayor, City of Leduc, Chair
Nolan Crouse, Mayor, City of St. Albert, Vice-Chair
Anita Fisher, Mayor, Town of Devon
Ken Lemke, Mayor, Town of Stony Plain
Donald Rigney, Mayor, Sturgeon County
Karen Shaw, Councillor, Sturgeon County
Carrie Fischer, Councillor, Town of Redwater
Art Erickson, Councillor, Village of Wabamun

Consultants

Ed Marchak, PricewaterhouseCoopers LLP
Barry Huybens, iStrategic Advisors Inc.

Technical Sub Committee

Art Erickson, Councillor, Village of Wabamum Chair
Wendy Ritchie, City of Edmonton
Bart Pouteau, City of Leduc
Tammy Kobliuk, City of St.Albert
Daren Sears, Strathcona County
Kevin Smiley, Sturgeon County
Charles Lendzion, Town of Stony Plain
Steve Lepp, Leduc County
Jon Schmuland, Parkland County
Carl Stewart, City of Fort Saskatchewan
David Dubauskas, City of Fort Saskatchewan
(formerly Town of Bruderheim)

HOUSING COMMITTEE

Marvin Molzan, Mayor, Leduc County, Chair
Allan Gee, Mayor, Village of Thorsby
Donald Rigney, Mayor, Sturgeon County
Ed Gibbons, Councillor, City of Edmonton
Jim Sheasgreen, Mayor, City of Fort Saskatchewan
Ken Lemke, Mayor, Town of Stony Plain
Mel Smith, Mayor, Town of Redwater
Peter Wlodarczak, Councillor, Strathcona County

Consultants

Gary Gordon, Gary Gordon and Associates
Stephania Duffee, Duffee Management Consultant
Jeanette DeRosario, Satori Consulting
Dr. Avi Friedman, McGill University

HOUSING WORKING COMMITTEE

Daryl Kreuzer, City of Edmonton
Terry Loat, City of Edmonton
Nancy M. Laing, Leduc Foundation
Mike Leathwood, ADM Housing, Ministry of Housing and Urban Affairs, Government of Alberta
(Formerly Capital Region Housing Corporation)
Kent Fletcher, Capital Region Housing Corporation
David Hales, City of Spruce Grove
Paul Hanlan, City of Spruce Grove
Greg Christenson, Christenson Developments
Dianne Johnstone, Canadian Home Builders' Association - Edmonton Region
Michael Mooney, Urban Development Institute, Greater Edmonton Chapter
Lory Scott, City of St. Albert
Curtis Cundy, City of St. Albert
Joan Agnew, Town of Morinville
Kevin Glebe, Strathcona County

GOVERNANCE COMMITTEE

Cathy Olesen, Mayor, Strathcona County
Ed Gibbons, Councillor, City of Edmonton
Karen Shaw, Councillor, Sturgeon County
Wayne Woldanski, Reeve, Lamont County
Randy Palivoda, Alderman, City of Spruce Grove
Camille Berube, Mayor, Town of Beaumont

CAPITAL REGION GROWTH PLAN

Curtis Gillespie, Writer
Calder Bateman, Design Team

CAPITAL REGION BOARD

Chris Sheard, Interim Chair
Kathleen LeClair, Chief Officer
Lisa Sederski, Executive Assistant
Anna Ball, Executive Assistant (former)
Jim Simpson, Acting CAO

Project Managers

Andy Haden
Land Use Committee

Peter Tarnawsky
Public Transit Committee
Transitional Regional Evaluation Framework (TREF)
Sub-Committee

Sharon Shuya
GIS Committee
Housing Committee

GLOSSARY

A

Alberta Urban Municipalities Association (AUMA)
AUMA was founded in 1905 and represents Alberta's urban municipalities including cities, towns, villages, summer villages, and specialized municipalities, as well as Associate and Affiliate members. AUMA vision is valued by our membership and trusted as a voice for urban municipalities. AUMA's mission is to provide leadership in advocating local government interests to all orders of government and other organizations.

Alberta Association of Municipal Districts and Counties (AAMDC)
The AAMDC has been helping Alberta's rural municipalities (68 counties and municipal districts) achieve strong and effective local government since 1909. AAMDC vision is a progressive association of elected rural councils, representing the interests of rural Albertans, and committed to excellence in meeting the diverse and changing needs of its membership. The mission is to assist rural municipalities achieve strong and effective local government through the provision of advocacy, trade and insurance services.

Aboriginal Peoples of Alberta
The First Nations, Métis and Inuit people of Alberta.

Accessibility
Ease by which people are able to access employment, learning and recreation opportunities from their place of residence regardless of age, gender, income, or physical ability.

Accessible Transit Fleet
A fleet of vehicles that are readily accessible for mobility restricted passengers by providing low floor buses that can "kneel" to reduce the height of the first step, retractable ramps for wheelchair access.

Adjacent Land
Land that is contiguous or land that would be contiguous if not for a railway, road or utility right-of-way, reserve land, or water body.

Affordable Housing
Rental or ownership housing that generally does not require on-going (operating) subsidies and is both affordable and targeted for long-term occupancy to households with incomes between 100 percent and 80 percent of the median renter income for their housing size.

Agricultural Land
Land that is or can be used for a range of extensive (e.g. field crops, cow-calf operations) and intensive (e.g. confined feeding operations, greenhouse, market gardens, agricultural processing facilities) agricultural uses that produce food for human or animal consumption. Beyond its pure economic capacity, agricultural land provides value in terms of green space, aesthetics, community character, lifestyle, air quality, and wildlife habitat. Agriculture designations do not preclude extraction of natural resources provided that they are reclaimed for agricultural uses in the long term.

Airshed
A region sharing a common flow of air, which may become uniformly polluted and stagnant.

Alberta's Industrial Heartland
A major processing centre for the petroleum, petrochemical and chemical industries located in Strathcona County, City of Fort Saskatchewan, Sturgeon County and Lamont County.

B

Best Practices
Widespread agreement within a professional or technical field on an activity, technique, method, or process, or any combination of these factors, that is most effective in arriving at a desired outcome.

Brownfield Sites
Land that is vacant, derelict, or underutilized where the expansion, redevelopment or reuse of the land may be affected by the possible presence of a hazardous substance, pollutant or contaminant for which restoration and/or remediation of the land may be required before the land can be developed.

Bus Lanes
Traffic lanes designated for exclusive use by buses

C

Canada Mortgage and Housing Corporation (CMHC)
CMHC is Canada's national housing agency. Established as a government-owned corporation in 1946 to address Canada's post-war housing shortage, the agency has grown into a major national institution. CMHC is Canada's premier provider of mortgage loan insurance, mortgage-backed securities, housing policy and programs, and housing research.

Canadian Home Builders Association – Edmonton Region
The Canadian Home Builders Association – Edmonton Region is an association of local house builders and contractors. The mission of the association is "to be the voice of the residential construction industry in the region; to achieve an environment in which members can operate profitably; and to promote affordability and choice in housing for all Canadians."

Capital Cost Allowance (Canada Customs and Revenue Agency)
The cost of depreciable assets, such as buildings, furniture and equipment, acquired for use in business or professional activities cannot be deducted as an up front expense when calculating net income for tax purposes. In recognition of the fact that these assets wear out or become obsolete over time and are replaced, the federal government created the capital cost allowance (CCA). The CCA is a non-refundable tax deduction that reduces taxes owed by permitting the cost of business-related assets to be deducted from income over a prescribed number of years.

Capital Region
The lands lying within the boundaries of the participating municipalities in the Capital Region.

Capital Region Board
The Capital Region Board established by Section 2 of the Capital Region Board Regulation A.R. 49/2008.

Cluster Country Residential
Rural lands that have been subdivided to create multiple residential lots that are connected to communal services, and designed to group or "cluster" the residential uses together on smaller lots in order to maximize the retention of open space.

Concession fares
Transit fares charged to a particular set of transit patrons that is below the standard fare (e.g., student and senior fares).

Connectivity
Development or infrastructure that maximizes opportunities for people to physically connect with each other on, for example, bike trails, walking paths, or transit.

Contiguous Development
Development that occurs immediately adjacent to existing development.

Co-Operative Housing (Co-Op)
Co-op housing is collectively owned and managed by its members (the people who live there). Co-op members actively participate in decision making and share the work involved in running the housing community. As a member of a co-op, you must volunteer and take part in the management of the building.

Core Housing Need
Core housing need refers to households that are unable to afford shelter that meets adequacy, suitability, and affordability norms. The norms have been adjusted over time to reflect the housing expectations of Canadians. Affordability, one of the elements used to determine core housing need, is recognized as a maximum of 30 percent of the household income spent on shelter.

Corridor
A passageway or route, such as a major utility, roadway and transit route through an area.

Cost Recovery
The extent of recovering costs by charging fees for service, such as transit service.

Country Residential
Subdivision of rural lands that creates multiple residential lots that are serviced with wells or cisterns and septic systems or by connection to communal water and sanitary services. Typically, Country Residential subdivisions have an average net residential density less than 200 units per quarter section.

Customer Information System
An integrated system to provide information to customers, such as bus routes, bus stop locations, scheduling and fares.

D

DATS
Disabled **A**dult **T**ransit **S**ystem provided by the City of Edmonton for exclusive use of eligible mobility restricted persons.

Density
The relative number of people, structures, jobs or some other attribute per unit of measure, for example, per acre or hectare of land.

Development
A change in the intensity of use of land or a building or an act done in relation to land or a building that results in or is likely to result in a change in the intensity of use of land or building.

Development Footprint
The amount of land consumed by development, typically including impervious surfaces, such as buildings, sidewalks, roads and parking.

Direct to Tenant Rent Supplement
A subsidy is paid directly to an eligible tenant to assist with rental costs, and is delivered by local housing management bodies. The subsidy is based on the difference between 30 per cent of a household's income and an agreed upon market rent, to a maximum subsidy established by the housing management body.

Disabled
A person with disabilities which may involve physical impairment, sensory impairment, cognitive or intellectual impairment, mental disorder or various types of chronic diseases.

Diversification of Housing Types
A range of housing types, including single-family residential, duplex, townhome, condominium and apartment types, mixed throughout neighbourhoods to serve a broad range of residents of varied age and income.

E

ETS
Edmonton **T**ransit **S**ystem

Economic Development
Any effort, initiative or undertaking designed to aid or increase the growth of an economy.

Eligibility and Certification Criteria
Formal procedure established by municipalities to identify persons eligible to use specialized transit services. These may include age, mobility requirements, medical certificate, etc.

Exurban Zone
In a metropolitan area, it is often physically detached from the main city and involves stretches of travel with little or no transit ridership capture.

F

Farebox Recovery
The ratio of funds collected by a transit authority relative to the full cost of service provided. Typically, the farebox recovery rate is less than fifty percent compared to the overall operating costs of providing public transit service.

Fare System
The method employed by a transit authority to collect fares from the transit ridership. It includes the actual charge per trip plus method of payment – i.e., cash, monthly pass, student pass, seniors pass etc., as well as the equipment used to collect the fare.

Fleet Mix
The mixture of transit vehicle types used by a transit authority. This could include low floor buses, highway coaches, handibuses, articulated buses, double-decker buses and special handicapped buses.

G

Garage Suites
A garage suite is a self-contained dwelling located above a rear attached garage which is accessory to a single detached dwelling. It must have a entrance separate from the vehicle entrance, either from the interior or exterior of the structure and include cooking facilities, a bathroom and bedroom(s).

Governance
The process of decision-making and the process by which these decisions are implemented.

GreenTRIP Program
A $2 billion Provincial Government grant program encouraging the implementation of innovative transit initiatives that reduce greenhouse gases.

Greenfield Development
The conversion of land that has not been previously developed, or has been developed for low intensity uses such as agriculture, to more intense forms of development.

Greenway
A greenway is a linear park or public open space that connects parks and other public open spaces to one another. Greenways are active recreation spaces that accommodate active transportation options for the community (e.g., walking or cycling to work).

Grow Homes
The Grow Home is a concept in affordable housing developed by Dr. Avi Friedman, an internationally acclaimed architect from McGill University. With economic restructuring, demographic shifts, and lifestyle changes, the traditional family - working father, stay-at-home mother, two to three children - is no longer the norm and the need for smaller homes at a moderate cost has skyrocketed. The Grow Home gives people what they need in a house at an affordable price - a quality product that allows both the perimeter and interior of a house to be expanded and changed to fit the space needs and budget of its owners.

Growth
Growth of a region or municipality is defined as increase in its size, population or employment.

H

Healthy Communities
A community that is continuously creating and improving physical and social environments that enable people to achieve a better quality of life by working, for example, to improve obesity and related health problems, air quality, economic vitality and poverty, and social cohesion.

Heavy Industrial Development
A manufacturing or processing activity which may have a detrimental effect on people and/or the environment through: high volume vehicle movement; pollution of air, soil or water; nuisance as a result of noise, smoke, odour, dust, fumes, glare or humidity; or hazard arising from fire, explosion, radiation or contamination.

Heavy Industry Employers
Employers involved in a manufacturing or processing activity which may have a detrimental effect on the environment through: high volume vehicle movement; pollution of air, soil or water; nuisance as a result of noise, smoke, odour, dust, fumes, glare or humidity; or hazards arising from fire, explosion, radiation or contamination.

High Occupancy Vehicle (HOV) Lanes
High-occupancy vehicle lanes are exclusive traffic lanes designed for vehicles that carry a prescribed minimum number of passengers (two to three).

Homeless and Eviction Prevention Fund
This fund is designed to provide short-term assistance to prevent Albertans from becoming homeless and to help individuals and families stabilize their shelter arrangements.

Housing First Policy (National Alliance to End Homelessness)
Housing First is an approach to ending homelessness that centers on providing homeless people with housing quickly and then providing services as needed. What differentiates a Housing First approach from traditional emergency shelter or transitional housing approaches is that it is "housing-based," with an immediate and primary focus on helping individuals and families quickly access and sustain permanent housing. This approach has the benefit of being consistent with what most people experiencing homelessness want and seek help to achieve. Housing First programs share critical elements:

- There is a focus on helping individuals and families access and sustain permanent rental housing as quickly as possible and the housing is not time-limited;
- A variety of services are delivered primarily following a housing placement to promote housing stability and individual well-being;
- Such services are time-limited or long-term depending upon individual need; and
- Housing is not contingent on compliance with services – instead, participants must comply with a standard lease agreement and are provided with the services and supports that are necessary to help them do so successfully.

I

Inclusionary Zoning
Inclusionary Zoning (IZ) requires developers to make a percentage of housing units in new residential developments available to low and moderate income households. In return, developers receive non-monetary compensation – in the form of density bonuses, zoning variances, and/or expedited permits – that reduce construction costs. By linking the production of affordable housing to private market development, IZ expands the supply of affordable housing while dispersing affordable units throughout a city or county to broaden opportunity and foster mixed-income communities.

Inclusive Communities
Communities that have a variety of housing, commerce, recreational, institutional, social and public amenities within their boundary. Inclusive communities provide a physical and social environment where residents can live, learn, work and play without having to travel beyond the community boundary.

Infill Development
Development in existing developed areas, occurring on vacant or underutilized lands, or re-development of a developed site to a higher density.

Infrastructure
Physical assets developed by the province or municipality to provide services to citizens and to support the functioning of a local or regional economy, including roads, sewer lines, transit, emergency response vehicles, recreational facilities, parks, information technology and more.

Infrastructure, Local
Services and facilities that have capital investment and maintenance responsibilities, including roadways, sidewalks, street lights and traffic signals, transit facilities, solid waste and water delivery systems, potable water distribution systems, storm sewers, sanitary sewers, sports fields, playgrounds, arenas, pools, police and emergency stations, civic buildings and parks.

Infrastructure, Regional
Physical infrastructure developed by the Federal government, province and/or municipality to provide services to citizens and businesses, and to support the functioning of a regional economy (e.g. major interchange, post-secondary institutions, hospitals, bridges, highways, extension of light rail transit line, regional water and/or sewer systems).

Intensification
The development of a property, site or area at a higher density than currently exists such as redevelopment (including the reuse of Brownfield Sites), development of vacant and/or underutilized lots, the conversion or expansion of existing buildings, and infill development, which may include Greenfield sites with development densities higher than historical norms.

Intermodal Transfer
Transfer between different modes of transportation.

Intermunicipal Transit Service
Transit services that operate between municipalities or across municipal boundaries.

K

Key Workers
The term key workers generally refers to workers who play a crucial role in the social services sector such as police, nurses, teachers, social workers, heath care assistants and support workers. However, in the context of the Growth Plan, key workers (in addition to the social services sector) also refers to any occupation that is critical to supporting growth in the Region such as the service industry, construction workers and others.

Kiss and Ride
Mode of travel by transit when passenger is driven to/from a transit station by another person.

L

Lean Processes
A customer-driven waste reduction technique that:

- Examines a current process
- Improves efficiency by decreasing process time
- Produces a product or service to the demand of internal and external customers
- Initiates organizational change

Lean is the relentless pursuit of Waste. A Lean organization produces more with existing resources by eliminating non-value added activities. Lean establishes a systematic approach to eliminating these wastes and creating flow throughout the whole organization.

Leduc Model
The Leduc Model is a partnership between the City of Leduc, the Town of Beaumont, the Town of Devon and Leduc Foundation, for the provision of Affordable Housing. Leduc Foundation is a regional organization established as a Management Body under the Alberta Housing Act with membership made up of all eight (8) municipalities within the geographical area of Leduc County. Under the partnership, each municipality receives provincial funding, however, not a sufficient amount to allow meaningful development. The intent is that coordination and planning over a defined period of time will bring focus and direction to the housing dilemma.

Light Rail Transit (LRT)
A transit mode using electrically powered rail vehicles operating in one to five car trains. The rails can be on exclusive right-of-way or incorporated into the road right-of-way.

Liveability
The environmental and social quality of an area as perceived by residents, employees, customers and visitors. This includes safety and health (traffic safety, personal security, public health), local environmental conditions (cleanliness, noise, dust, air quality, water quality), the quality of social interactions (neighbourliness, fairness, respect, community identity and pride), opportunities for recreation and entertainment, aesthetics, and existence of unique cultural and environmental resources (e.g., historic structures, mature trees, traditional architectural styles).

Local Transit Service
Services that operate primarily within the boundaries of one municipality.

LRT Terminal Station
The station located at the end of an LRT line.

M

Major Employment Areas
Areas that have, or are anticipated to have, a significant concentration of jobs, such as Port Alberta, Acheson, Nisku and Alberta's Industrial Heartland.

Market Housing
Market Housing is defined as housing that is supplied by the private market, without direct government subsidies. Under Market Housing, one sub category has been further delineated:

i) Market Affordable Housing is defined as rental or ownership housing that is modest in form and specification and is capable of being produced for moderate income households without upfront or on-going direct government subsidies (e.g. through regulatory relaxations, efficient design, tax incentives). Generally applies to households earning moderate incomes between 100 percent and 125 percent of median income level.

May
An operative word meaning a permitted action, based on fulfillment of specific criteria.

Mill Rate
The Mill Rate is the amount of tax paid per dollar of the assessed property value. It is called the mill rate because the number is expressed in mills - one mill is 1/10th of a cent ($.001). In some municipalities, the mill rate for rental housing is higher than it is for ownership housing.

Mixed-Use Development
A development that mixes compatible residential, commercial, institutional and recreational land uses, and may do so within an area of land, and/or within buildings, in order to increase density, reduce development footprint through intensification of land use, and to improve public accessibility to the range of mixed land uses.

Multi-family Housing
A building constructed for residential purposes for use by two or more families, e.g. duplexes, townhome and row house development, multi-storey and high rise apartments.

Multi Use Corridor
A generally linear area of land designed to accommodate major infrastructure such as roads, transmission lines, and pipelines within and between regions.

Municipal Government Act
The primary legislation governing municipalities in the Province of Alberta and can be found at www.qp.gov.ab.ca/documents/acts/m26.cfm.

N

NIMBY
NIMBY is an acronym for Not-In-My-Back-Yard. The term is used to describe opposition to a new project by residents, even if they themselves and those around will benefit from the construction. Often, the new project being opposed is generally considered a benefit for many, but residents nearby the immediate location consider it undesirable and would generally prefer the building to be "elsewhere". The term was coined in the 1980s by British politician Nicholas Ridley.

Natural Area
An area of land or water that is dominated by native vegetation in naturally occurring patterns. Such areas could include grasslands, forests, wetlands, peat land, or riparian areas. Areas such as groomed parks, sports fields and schoolyards are not natural areas.

Nature/Recreation/Open Space
Lakeshores, riverbanks, provincial parks, recreation areas and crown lands of significant size. Open Spaces are areas of land and water that could include active recreation parks, schoolyards, cemeteries, conventional storm water management facilities, and farmland.

Natural Resources
Naturally forming substances that are considered valuable in their relatively unmodified (natural) form. Examples include sand, gravel, coal and other minerals, oil and gas and wood.

Non-Market Housing
Non-Market Housing is defined as housing that is operated and funded or created through direct government subsidies and includes different categories of housing based on the associated services needed by the clients. Non-Market Housing is further segmented into the categories of "Affordable Housing" and "Subsidized Housing":

- Affordable Housing is rental or ownership housing that generally does not require on-going (operating) subsidies, and is both affordable and targeted for long-term occupancy to households with incomes between 100% and 80% of the median renter income for their household size;
- Subsidized Housing is primarily rental housing that requires on-going operating subsidies to make it affordable on a long-term basis to households with incomes that are generally between 80 percent and 65 percent or less of the median renter income for their household size .

Non-Market Housing Backlog
This term refers to the number of existing households who are currently paying more than 30 percent of their income for housing and in need of Non Market Housing.

P

Park and Ride
Mode of travel whereby a person drives to/from a transit station, parks the vehicle in the station parking lot and then uses the transit service.

Plan
Refers to the Capital Region Growth Plan and/or any of the four component plans.

Policy
A deliberate statement of action to guide decisions and achieve rational outcome(s).

Potential Land Use Scenarios
Alternate - a possible combination and distribution of land uses in an area that differs from current trends.
Trend – projection of population and employment for municipalities in the Capital Region according to current trends.

Preserve
An act to maintain the quality or condition of a resource in its current form, and to retard the deterioration of the resource (e.g. agricultural land).

Principle
A basic or shared value that guides the direction of policy formulation.

Priority Growth Area
Locations where growth is directed, including Major Employment Areas, due to existing or planned multi modal transportation corridors, the proximity to existing or proposed major employment areas, the redevelopment or intensification opportunities within an existing urban area, and the ability to utilize and maximize existing infrastructure or logically and efficiently extend that infrastructure.

Provincial Block Funding
The Provincial Block Funding initiative provides a fixed amount of capital funding to a select group of municipalities to fund affordable housing projects.

Provincial Land Use Framework
A policy of the Government of Alberta to introduce and implement regional land use plans to ensure the long-term health of Alberta's communities, economy and the environment.

Provincial RFP
The Provincial Request for Proposals (RFP) is an initiative that municipalities and non-profit and private sector housing providers can access to fund affordable housing projects.

Public Transit
Mass transportation services that are owned and operated by, or on behalf of, public sector entities.

Q

Queue Jumps
Physical measure provided at signalized intersections to permit transit vehicles to proceed first through the intersection. This could include an exclusive bus lane in advance of the intersection and an advance "transit" light allowing the bus to proceed first before the rest of the vehicles.

R

Radial
A radial pattern is one that appears to radiate from a central point, similar to the spokes of a hub of a wheel like bus/transit routes coming into the centre of a city.

Reclamation
Action taken to restore disturbed lands to the state or near to the state that the lands were in prior to disturbance.

Recreation and/or Open Space
Public and private lands acquired or preserved in the public interest to conserve and protect natural features, landscapes and resources, and/or to provide passive recreation space with limited or no development, e.g. school yards, public parks, parks adjacent to water courses and/or water bodies, and recreation areas.

Region
The Capital Region, specifically the geographic area contained within the participating municipalities.

Regional
Relating to the Region, whether by geographic proximity or by the impact that actions or decision may have on others.

Regional Brand Identity of Intermunicipal Services
Establishment of a symbol, or slogan, for the Regional Intermunicipal Transit Service whereby potential regional transit riders can readily identify the Intermunicipal Transit Service.

Regional Context Statement
Report prepared by each Municipality that describes how the municipal policies, principles and programs support the Capital Region Growth Plan and is included as part of the Municipal Development Plan.

Regional Transit
A coordinated and integrated publicly funded and managed transportation system which is designed and delivered through a variety of modes for the efficient and effective movement of people living and working in the Capital Region.

Regular Rent Supplement
Local housing management bodies pay private landlords a rent supplement to subsidize the difference between a negotiated market rent and 30 per cent of a household's adjusted income.

River Valley Alliance
A company formed by the City of Edmonton, the City of Fort Saskatchewan, Parkland County, Leduc County, Sturgeon County, Strathcona County and the Town of Devon for the development of the North Saskatchewan River Valley for environmental and recreation purposes pursuant to A Plan of Action for the Capital Region River Valley Park.

Roadway Plan
A plan prepared by the roadway authority which identifies existing and future roadway plans.

Rural Zone
Rural areas are typically sparsely settled areas that cannot support regular transit service.

S

StAT
St. Albert Transit

SCAT
Strathcona **C**ounty **A**ccessible **T**ransportation provides senior citizens and persons with disabilities transportation service within Sherwood Park, rural Strathcona County and to predetermined destinations in the City of Edmonton.

Secondary Suites
A secondary suite is a separate and subordinate dwelling unit contained within a detached dwelling. A secondary suite must have a separate entrance from the entrance to the principal dwelling and include a cooking facility, bathroom and bedroom (s) that are separate from those of the principal dwelling.

Shall
An operative clause word meaning mandatory compliance.

Should
An operative word meaning that, in order to achieve regional objectives, it is strongly advised that the action be taken.

Signal Priority
Traffic light that permits a transit bus to proceed through the intersection before regular traffic has a green light.

Smart Growth
Smart Growth is the planning, design, development and revitalization of communities to promote a sense of place, the preservation of natural and cultural resources, and the equitable distribution of the costs and benefits of development. Smart Growth enhances ecological integrity over the short and long term and improves quality of life by expanding the range of transportation, employment, and housing choices in the region in a fiscally responsible manner.

Social Infrastructure
Social infrastructure, or soft infrastructure, can refer to services provided by or in municipalities such as hospitals, community and recreational facilities, public spaces, social housing, volunteer networks and community based agencies.

Special Needs Housing
Special needs housing is housing that has been modified with special features to help people to live independently in the community. For example, the unit may be adapted for wheelchair access.

Specialized Transit
For a segment of the population that has mobility restrictions that make it difficult or impossible to take conventional transit service, specialized services are typically equipped to accommodate persons with physical disabilities.

Statutory Plan
A statutory plan is an intermunicipal development plan (IDP), a municipal development plan (MDP), an area structure plan (ASP), and an area redevelopment plan (ARP) adopted by a municipality.

Suburban Zone
Development surrounding the urban core is typically characterized by lower density of development. In the Capital Region, it includes St. Albert, Sherwood Park as well as more outlying neighbourhoods within the City of Edmonton (e.g., Summerside, Blackmud).

Supportive Housing
Supportive housing offers support services onsite to assist tenants to live independently. For example, some providers will offer support for youth or people with substance abuse problems.

Sustainability
Development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Our Common Future, Brundtland Commission, 1987).

T

Transfer Location
A location where transit passengers have to change vehicles to continue their trip.

Transit Centre
A location, often including a shelter, where numerous bus routes meet to facilitate transfer between buses.

Transit Markets
An area or population that has characteristics that lend themselves to good transit service and transit use.

Transit Node
A strategic location where development is directed because of good accessibility to transit services.

Transit-Oriented Development (TOD)
Refers to intensified development around transit stations with progressively lower density development spreading outwards from the centre. TOD creates attractive, livable and compact neighbourhoods with housing, jobs, shopping, community services and recreational opportunities all within convenient walking distance of a node.

Transit Priority Measures
Measures taken to reduce the travel time by buses and to get around traffic congestion. Measures could include exclusive bus lanes, advance traffic lights to jump the queue and remote traffic light control.

U

U-Pass
The Universal Transit Pass provides eligible students with unlimited access to regular Edmonton, St. Albert and Strathcona County transit services from September to April.

Urban Development Institute (UDI) – Edmonton Chapter
UDI is an association of land developers and associated organizations who develop and promote positions on land development issues for the greater Edmonton area. UDI provides input on development standards, policies, programs and bylaws which impact on the development industry. UDI is recognized as the official voice of the industry in the region.

Urban Form
A physical pattern of human settlement that is typically characterized by compact mixed land uses, varying residential densities, and includes various public and private facilities, open spaces and a roadway network.

Urban Zone
The mature and highly developed urban core of a municipality.

Utilities
Facilities for gas, electricity, telephone, cable television, water, storm and sanitary sewer.

W

Watersheds
An area of land that is geographically distinct in which snowmelt and rainfall are drained by a river and its tributaries to the same outlet, and the river, tributaries and outlet are unique to that geographical area. Watersheds are also sometimes referred to as drainage basins.

APPENDICES

Appendix One: Population & Employment Projections Report
Appendix Two: Land Use Plan
Appendix Three: Intermunicipal Transit Network Plan
Appendix Four: GIS Plan
Appendix Five: Housing Plan

SUPPLEMENTARY INFORMATION

1. Capital Region Board – Working Group on Cost Allocation Report
2. Regional Blue Ribbon Panel

SUPPLEMENTARY INFORMATION

CAPITAL REGION BOARD WORKING GROUP ON COST ALLOCATION

Letter of Transmittal to the Members of the Capital Region Board

We are pleased to submit for your consideration, our report recommending a balanced, fair and equitable cost allocation framework for the municipal portion of costs incurred by the Capital Region Board in each of its four areas of responsibility:

- the regional planning process
- the implementation of a regional system to amalgamate geographic information
- the planning process for regional intermunicipal transit
- the development of a social and affordable housing plan

We believe that we have reasonably interpreted your direction given at the June 25, 2008 Capital Region Board meeting and recommend that you consider adopting the municipal cost allocation formulae identified in this report, that are proposed to cover the cost of these initiatives.

In the absence of an operational model for regional transit (currently under development by the Capital Region Board), we are not in a position to recommend a cost allocation formula for capital and operating costs. Should the Board so desire, we are willing to reassemble to establish the necessary formulae, once a model is adopted.

Yours truly,

Representing Cities:

Al Maurer (Edmonton) Paul Benedetto (Leduc) Doug Lagore (Spruce Grove)

Representing Counties:

Doug Wright (Leduc) Pat Vincent (Parkland) Robyn Singleton (Strathcona)

Representing Towns and Villages:

Chris Jardine (Devon) Milad Asdaghi (Morinville) Phil Hamel (Stony Plain)

1.0 EXECUTIVE SUMMARY

Mayors and Reeves of the Capital Region Board's member municipalities appointed a Working Group of CAOs that would review and recommend formulae to allocate the municipal portion of costs associated with key functions of the Board.

Alberta's Capital Region Regulation (AR 49/2008) indicates that the Board is to develop a regional growth plan that addresses:

- A comprehensive, integrated regional land use plan
- A regional intermunicipal transit network plan
- A plan to amalgamate regional geographic information
- A plan for social and affordable housing

By Ministerial Order, the Minister can requisition member municipalities to pay an allocated cost for regional projects that the Capital Region Board (CR Board) has adopted. The Minister is seeking members' views before making his determination for a framework to be used.

As the Board's focus is regional in nature, only those projects that are deemed regional either by the Minister or by the CR Board would be subject to a Ministerial order to requisition funding. Further, the requisition would be for the municipal contribution only, after both the federal and provincial contributions have been deducted.

Mayors and Reeves reminded the Working Group that the level of benefit brought to each municipality by any regional endeavour is critical to determining the level of municipal financial support to be contributed. In addition, the Mayors and Reeves directed that consideration be given to affordability, equity and fairness.

KEY RECOMMENDATIONS

The Capital Region Board will determine which projects are regional thereby necessitating the participation of all member municipalities. The proposed cost allocation formula for regional projects consists of a *core fee* to which all members would contribute equally and a *weighted allocation formula* based on population and total equalized assessment.

Core fee

All members of the region must recognize their commitment to it, regardless of their size, by making a core contribution to each project that is equal for all member municipalities. To ensure that it is affordable, a threshold limit is proposed. Firstly, the combined core fee for all municipalities fee for each regional undertaking should not exceed 10% of total project costs after all non-municipal contributions to the project have been taken into account (e.g., federal, provincial, as well as any additional revenue sources that may exist). Secondly, the core fee per project per member would be limited to a maximum of 1% of the smallest member's annual operating budget (≅ $4,499). Finally, core fees per member for all projects in any given year would not exceed 2% of the annual operating budget of the smallest member municipality (≅ $8,998).

Weighted Allocation formula

The second component of the process of allocating costs for regional projects is the use of a weighted formula to allocate the sizeable remaining municipal portion of costs, once the core fee has been paid. This formula uses a calculation that is based 50% on population and 50% on total equalized assessment.

This weighted allocation formula was considered a justifiable balance between an allocation biased either to population or to equalized assessment. It addresses the principle of affordability by ensuring that those members with higher populations or higher equalized assessment would contribute a higher percentage of the costs.

The Working Group recommends that the figures on record with Alberta Municipal Affairs for the previous fiscal year be used for the three metrics making up the formulae: annual operating expenses of the smallest member municipality, population and total equalized assessment. Since this information is updated annually by the Department using consistent formats and methods of data collection, the formulae will be kept current.

2.0 INTRODUCTION

The Capital Region Board was established April 15, 2008 to build mechanisms that would permit the development of a comprehensive long-range regional plan to manage growth over the next 50 years. The Board consists of Mayors and Reeves from 25 municipalities in Alberta's capital region[1].

Alberta's Minister for Municipal Affairs, Ray Danyluk, charged the new Board to provide him with recommendations on cost-sharing formulae for a number of priority areas:

- The establishment and periodic update of a regional growth plan including projects that may arise from the plan
- Regional aggregation of geographic information (GIS)
- Regional intermunicipal transit service
- The development of a social and affordable housing plan

To accomplish this, the Department provided support in the form of a consulting firm that would: facilitate meetings of a Working Group, provide technical assistance in the development of options for cost allocation models, and provide administrative support. The Board is to make its recommendations to the Minister in the form of a report submitted by September 19, 2008. This draft report summarizes the proceedings of the Working Group's activities and its recommendations.

The instructions from the Minister were to establish a Working Group consisting of nine member municipalities and one non-voting Municipal Affairs representative. The Group members should consist of Chief Administrative Officers from three cities, three towns and villages, and three counties. John Szumlas of Activation Analysis Group Inc. served as Facilitator.

At their June 25, 2008 Board meeting, the Mayors and Reeves were asked to identify a series of principles to orient the Working Group's discussions. These principles were intended to serve as a foundation for the development of the cost allocation formulae. Briefly, the principles identified addressed the need to determine what constitutes a regional project and the need for municipal contributions to regional projects to be affordable. A list of these principles is provided in Appendix A. Sample cost allocation models are provided in Appendix C. The Working Group's deliberations were guided by a Municipal Affairs document entitled: *Capital Region Cost Allocation Consultation: Research & Statistics* (see Appendix D).

1 Town of Beaumont, Town of Bon Accord, Town of Bruderheim, Town of Calmar, Town of Devon, City of Edmonton, City of Fort Saskatchewan, Town of Gibbons, Lamont County, Town of Lamont, City of Leduc, Leduc County, Town of Legal, Town of Morinville, Village of New Sarepta, Parkland County, Town of Redwater, City of St. Albert, City of Spruce Grove, Town of Stony Plain, Strathcona County, Sturgeon County, Village of Thorsby, Village of Wabamun, Village of Warburg

3.0 METHODOLOGY

3.1 WORKING GROUP COMPOSITICN

The Working Group consists of the following members:

Cities
City of Edmonton: Al Maurer (CAO) Joyce Tustian (alternate)
City of Leduc: Paul Benedetto (CAO) Josh Pyrcz (alternate)
City of Spruce Grove: Doug Lagore (CAO) Diane Goodwin (alternate)

Counties
Leduc County: Doug Wright (CAO)
Parkland County: Pat Vincent (CAO)
Strathcona County: Robyn Singleton (CAO)

Towns and Villages
Town of Devon: Chris Jardine (CAO)
Town of Morinville: Milad Asdaghi (CAO)
Town of Stony Plain: Phil Hamel (CAO) Maria de Bruijn (alternate),

Alberta Municipal Affairs representative
Bill Diepeveen (non-voting) Theresa Ostrum (alternate)

The Capital Region Board Interim CAO, Jim Simpson was invited by the members of the Working Group to observe. Activation Analysis team members consisted of:

- John Szumlas (Chair/Facilitation)
- Richard Barham (Financial modelling)
- Don Grimble (Planning/Transit)
- Archie Grover (Social and Affordable housing)
- Diane Conway (Research/Writing)
- Georgina Szumlas (Administrative support/Research)

The timeline was condensed and meetings were held weekly over the summer. Regular attendance by all members was imperative. For this reason, if a CAO was unable to attend any given meeting, he was asked to send an alternate from within his own organization to ensure that cities, counties, and towns and villages were always equally represented at each meeting.

3.2 WORKING GROUP MEETINGS

Meetings were held July 3, 9, 16, 23, 30 and August 13 to work out the cost allocation models and to review a draft report summarizing the proceedings and recommendations.

Activation Analysis Group Inc. (AAGI) circulated a first draft of minutes within 48 hours of the meeting. Working Group members were able to provide input to draft minutes.

A final version of the minutes was then circulated to Mayors, Reeves and CAOs of all member municipalities 48 hours prior to the next meeting. This provided each Board member and CAO with the opportunity to keep regularly apprised of the activities of the Working Group and to provide input should the Group ever move in directions that they could not support.

A first draft of a report on the proceedings of the Working Group with recommendations was circulated to its members on August 4, 2008 and a further draft was circulated on August 18, 2008. A copy of the Draft Report and an invitation to attend an informal information session on August 25, 2008 was extended to all CAOs of the CR Board.

The Working Group will present its recommendations to the Capital Region Board at its regular meeting on September 3, 2008. Following any further amendments, the final report will be submitted to the Minister on September 19.

4.0 DELIBERATIONS

The Capital Region will not always be involved in paying for the total cost of regional projects. There may be up to three traditional sources of revenue for some projects: federal contributions, provincial contributions, and municipal contributions. Cost allocation models were developed assuming that cost allocations would be calculated once non-municipal contributions have been taken into account.

Working Group members underlined the importance of building a foundation of trust amongst the region's municipal members that would be based on fairness, equity and affordability. A first step in the trust-building process is that every single member, no matter their size, contributes to any regional[2] effort by making a demonstration of their commitment to that effort. At the same time, this contribution must be within the means of even the smallest member municipality (affordability).

2 The Capital Region Board determines if a project is regional

For these reasons, the Working Group is recommending the use of a core fee to anchor the allocation process. It is recommended that the combined core fee from all municipalities for each regional undertaking not exceed 10% of the project after all non-municipal contributions have been deducted (e.g., federal, provincial, as well as any additional revenue sources that may exist). It is further recommended that the core fee for each member be calculated based on a maximum of 1% of the smallest member's operating expenses for the previous fiscal year. Finally, it is recommended that, to ensure affordability, the cumulative core fee for all regional projects in a given year be limited to 2% of the smallest member's total operating expenses for the previous fiscal year. Should a particular member reach this threshold then their contribution to the project would be limited to only the population/total equalized assessment allocation.

Once the core fee has been removed from the allocation, the outstanding municipal contribution would then be divided amongst the members using a weighted allocation formula based 50% on population and 50% on total equalized assessment.

4.1 CAPITAL REGION GROWTH PLAN

It is acknowledged that the significant direct provincial contribution of $3 million per year for three years will cover the initial costs associated with the development of the regional growth plan. Once adopted, a method is necessary to calculate the municipal contribution for plan amendments and for plan modernization.

4.1.1 Capital Region Growth Plan Amendments

It is recommended that should a member municipality(s) request an amendment to the plan, it will rest with the requesting municipality to fully fund costs of such plan amendments (user pay).

It is further recommended that the Capital Region Board (CR Board) establish the tariffs for plan amendments.

4.1.2 Capital Region Growth Plan Modernization

The Board must first approve a budget for updating the growth plan. Federal and provincial contributions would then be taken into account. The Working Group is recommending that the remaining municipal portion of the plan's cost be calculated using the core fee and weighted allocation formula described above.

4.2 GEOGRAPHIC INFORMATION SYSTEM (GIS)

A cost allocation formula for a regional Geographic Information System (GIS) proved to be difficult to devise in the absence of the specific model for the regional aggregation of data. The purpose of the regional GIS is to provide a tool for regional planning. In the absence of a model, it is proposed that the municipal portion of GIS costs be allocated in a manner similar to the method proposed for the Regional Growth Plan Modernization. Therefore, it is recommended that allocations for the municipal contribution to GIS costs be based on a core fee and the weighted allocation formula outlined in section 4.0 above.

4.3 SOCIAL AND AFFORDABLE HOUSING PLAN (SAH PLAN)

Social and affordable housing are responsibilities of the federal and provincial governments. Municipalities however, must play an integral role in the planning process. This can range from ensuring that lands are designated and allocated for example, to integrating public transportation systems and strengthening housing choices.

It is acknowledged that among the residents of social housing projects are former residents of surrounding municipalities who have migrated to the larger centres. They may have mental health or employment challenges, or are on fixed or limited incomes. For these reasons, the SAH Plan must be viewed as regional. All municipalities have a direct and active responsibility to be part of the planning process in a fair and equitable manner that recognizes the impact on municipalities.

We recommend that each member's contribution to the development of a SAH plan will consist of the commitment of Mayors and Reeves to:

- Participate actively in the planning process
- Contribute internal staff and resources
- Implement those land use decisions necessary to ensure that the plan is implemented.

4.4 REGIONAL INTERMUNICIPAL TRANSIT

The Working Group acknowledges that a comprehensive regional transit service would increase the number of transit users as well as transit coverage. These in turn will provide benefits to all regional members, because they would:

- reduce the volume of traffic throughout the region
- reduce greenhouse gas emissions
- increase connectivity within the region

Critical to discussion of a regional intermunicipal transit system is an understanding that:

- The capital and operating costs of a regional system are so substantial that a municipal tax base cannot sustain them. The municipalities will be able to contribute only a small proportion of the cost.
- Sustainable financial assistance for the large majority of the costs is needed from the federal and provincial governments.
- The model devised for the delivery of transit service cannot detract from the existing systems operating in Edmonton, St. Albert and Strathcona.

Because of the configuration of the Capital Region's existing transit systems, the regional intermunicipal model that emerges from it will potentially be unique in North America.

A cost allocation formula for regional transit proved to be very difficult to devise in the absence of a description of a model for service delivery. In other words, the "what" is necessary prior to proposing "how" to pay for it. A committee of the Capital Region Board is in the process of developing a model or framework for regional intermunicipal transit. All the same, during lengthy discussion members repeatedly found themselves proposing creative models in order to provide a context for discussing formulae.

Factors that complicate the formula, to name but a few, are:

- Current municipalities operating transit systems would need to be treated differently in the formula from those who do not, in order to ensure that the former are not paying twice.
- The dollar figures being dealt with would be so large that even a decimal point would make a substantial difference.
- Density is a critical variable for service. One example would be to compare regional transit through a small but dense area such as Nisku with transit to areas where there may be just as many riders but which cover much longer distances such as the Industrial Heartland.
- Some areas such as the Industrial Heartland, have extensive transportation systems presently in operation for construction and other types of workers. These are funded entirely by the benefiting industries, and should be encouraged to continue.

There are two broad elements related to regional transit:

- the preparation of the regional intermunicipal transit plan
- the capital and operating costs of the transit model

All members will have varying degrees of needs, and in turn, would benefit from a comprehensive regional transit plan. For these reasons, it is recommended that the municipal portion of the costs for the transit plan be allocated based on a core fee and a weighted allocation formula based on 50% population and 50% total equalized assessment.

The Working Group could not develop an effective cost allocation formula for transit capital and operating costs in the absence of a model. It is recommended that the municipal cost allocation for the capital and operating costs of the intermunicipal transit system be developed once the Capital Region Board Transit Committee decides on a model to recommend to the CR Board.

It can be anticipated however, that members of the CR Board may be reluctant to commit to any proposed model until there is some indication of what it will cost them, necessitating the availability of a cost allocation formula to work with to develop the model.

Although a specific formula is not recommended at this time, the Working Group would encourage the CR Board Transit Committee to consider certain points noted in the July 30, 2008 Working Group minutes. It is recommended that the regional intermunicipal transit system be guided by three broad principles.

- Given that a regional transit system encompasses a wide spectrum of delivery options[3], the federal and provincial governments must provide the large majority of financial support.
- Regional intermunicipal transit must permit full transferability of persons from one municipality to another, with appropriate compensation mechanisms.
- The Regional System should be simple, clear in focus and fully transparent.

A *Best Practices* search should be undertaken to determine the leading funding arrangements between provinces, the federal government and municipalities in Canada. Further the Province is encouraged to take a lead in establishing a more favourable arrangement, demonstrating a clear commitment to regional transit as an effective strategy for greenhouse gas reduction and for infrastructure savings.

4.5 REGIONAL PROJECTS EMERGENT FROM THE CAPITAL GROWTH PLAN

Discussions were held on a cost allocation formula for the municipal contribution that could be used for specific regional projects that may be identified in the regional growth plan.

There is a strong probability that various types of projects will have widely differing degrees of benefit to member municipalities. The need to identify metrics that would apply across a wide variety of projects to differing degrees of benefit was most evident, yet these would be time-consuming to identify and incorporate into project-specific formulae. The responsibility of determining if a project is a regional project rests with the CR Board. At the same time, members recognize that a clear formula needs to be devised during the time frame set by the Minister in order to prevent future regional debates around cost allocation formulae on a per project basis.

While it may not be the ideal approach, the Working Group recommends that the municipal cost allocation formula for regional projects be based on the same core fee and weighted allocation formula recommended for the land use planning, GIS and transit planning.

3 Heavy rail, light rail, buses, taxis, and specialized services for seniors and for those with mobility challenges

4.0 SUMMARY

The Capital Region Board's Cost Allocation Working Group successfully arrived at formulae for most of the areas targeted by Municipal Affairs:

- Regional growth planning
- GIS
- Social and affordable housing
- Planning for regional transit planning but not for capital and operating costs

To develop a formula for regional transit, it will be necessary to reconvene the Working Group once specific options for transit models are available.

The goodwill brought to meetings and the animated but respectful discussions that took place within the Cost Allocation Framework Working Group over the summer of 2008 impressed members of the Activation Analysis Group Inc. team. It bodes well for the future of the CR Board.

RECOMMENDATIONS

I CAPITAL REGION GROWTH PLAN

A. Sub-Regional Plan amendments

1. Individual municipalities who wish to amend the plan will be responsible for paying for the costs of the amendments (User pay model).
2. The Capital Region Board will establish the tariffs for such amendments.

B. Periodic Regional Plan Modernization will consist of:

1. A core fee that:
    a) Will be the same for each member
    b) Will be the lower of:
        - Ten percent (10%) of the municipal contribution divided by the number of participating members
        - A maximum of 1% of the smallest member's operating expenses for the previous fiscal year
    c) Will not, for simultaneous projects in any given year, cumulatively exceed 2% of the operating expenses of the smallest member municipality for the previous fiscal year
2. A weighted allocation formula for the remaining municipal contribution that will be:
    a) 50% based on population
    b) 50% based on total equalized assessment

C. Core fees for simultaneous projects

1. Cumulative fees in any given year for any member will not exceed 2% of the operating expenses for the previous fiscal year of the smallest member municipality of the Capital Region Board.

II GEOGRAPHIC INFORMATION SYSTEM

A. Planning and implementation

Cost allocations for GIS planning and implementation will consist of:

1. A core fee that:
    a) Will be the same for each member
    b) Will be the lower of:
        - Ten percent (10%) of the municipal contribution divided by the number of participating members
        - A maximum of 1% of the operating expenses of the smallest member municipality for the previous fiscal year
    c) Will not, for simultaneous projects in any given year, cumulatively exceed 2% of the operating expenses of the smallest member municipality for the previous fiscal year
2. A weighted allocation formula for the remaining municipal contribution that will be:
    a) 50% based on population
    b) 50% based on total equalized assessment

III SOCIAL AND AFFORDABLE HOUSING PLAN

A. Municipal Contribution

Recognizing that social and affordable housing are provincial and federal responsibilities, each member municipality's contribution to the development of a SAH plan will consist of the commitment of Mayors and Reeves to:

1. Participate actively in the planning process
2. Contribute internal staff and resources
3. Implement those land use decisions necessary to ensure that the plan is implemented

IV REGIONAL INTERMUNICIPAL TRANSIT

A. Plan

The cost allocation framework for the municipal contribution for the preparation of the regional transit plan will consist of:

1. A core fee that:
    a) Will be the same for each member
    b) Will be the lower of:
        - Ten percent (10%) of the municipal contribution divided by the number of participating members
        - A maximum of 1% of the operating expenses of the smallest member municipality for the previous fiscal year
    c) Will not, for simultaneous projects in any given year, cumulatively exceed 2% of the operating expenses of the smallest member municipality for the previous fiscal year

2. A weighted allocation formula for the remaining municipal contribution that will be:
    a) 50% based on population
    b) 50% based on total equalized assessment

B. Service

1. The cost allocations for capital and operation of the regional transit service should be deferred until the options for the transit model have been identified. At that time, the Working Group on Cost Allocation is prepared to meet to propose a cost allocation formula(e).
2. It is recommended that the transit principles outlined in this report be presented to the Capital Region Transit Committee for their consideration.

V PROJECTS EMERGENT FROM THE REGIONAL GROWTH PLAN

A. Cost allocations for regional projects that emerge from the regional land use plan will consist of:

1. A core fee that:
    a) Will be the same for each member
    b) Will be the lower of:
        - Ten percent (10%) of the municipal contribution divided by the number of participating members
        - A maximum of 1% of the smallest member's operating expenses for the previous fiscal year
    c) Will not, for simultaneous projects in any given year, cumulatively exceed 2% of the operating expenses of the smallest member municipality for the previous fiscal year
2. A weighted allocation formula for the remaining municipal contribution that will be:
    a) 50% based on population
    b) 50% based on total equalized assessment

VI METRICS

A. Metrics used for the municipal cost allocation formulae[4] will be those on record with Alberta Municipal Affairs.

4. The smallest member municipality's total operating expenses for the previous fiscal year, population and total equalized assessment.

SUPPLIMENTARY INFORMATION

REGIONAL BLUE RIBBON PANEL

The Capital Region Board (CRB) wishes to establish a body to be known as the Regional Blue Ribbon Panel (RBRP).

RATIONALE

In order to assist with better decision making relating to the economic, environmental and social interests of the Capital Region; as well as implementation of plans for regional land use, public transit, geographic information services and social and market affordable housing, the CRB wishes to obtain the advice of senior representatives from a wide cross-section of interests.

MANDATE

The RBRP will assist the CRB to fulfill the mandate given to it by the Capital Region Board Regulation. In so doing, the RBRP will provide opinions, advice and recommendations on any subject within the jurisdiction of the CRB.

COMPOSITION

The size of the RBRP will be up to 10 members. Care will be taken to ensure members have a broad regional, national or international perspective. Membership will be by CRB invitation only, no substitutions or alternates permitted.

The members of the RBRP will be senior leaders from the Capital Region, and may include representatives from outside the Region. The RBRP may also include a member-at-large from the general public.

Without being restrictive, RBRP members may be drawn from organizations such as:

- Economic development agencies/Chambers of Commerce
- Utility companies, including water and waste water commissions
- Educational institutions, including universities
- Research/Innovation organizations
- Environmental organizations
- Major regional industries or industry associations
- Alberta's Industrial Heartland/Edmonton International Airports/ Port Alberta
- Agri-business representatives
- Landowner or property development organizations
- Regional health and social services - Alberta Health Services

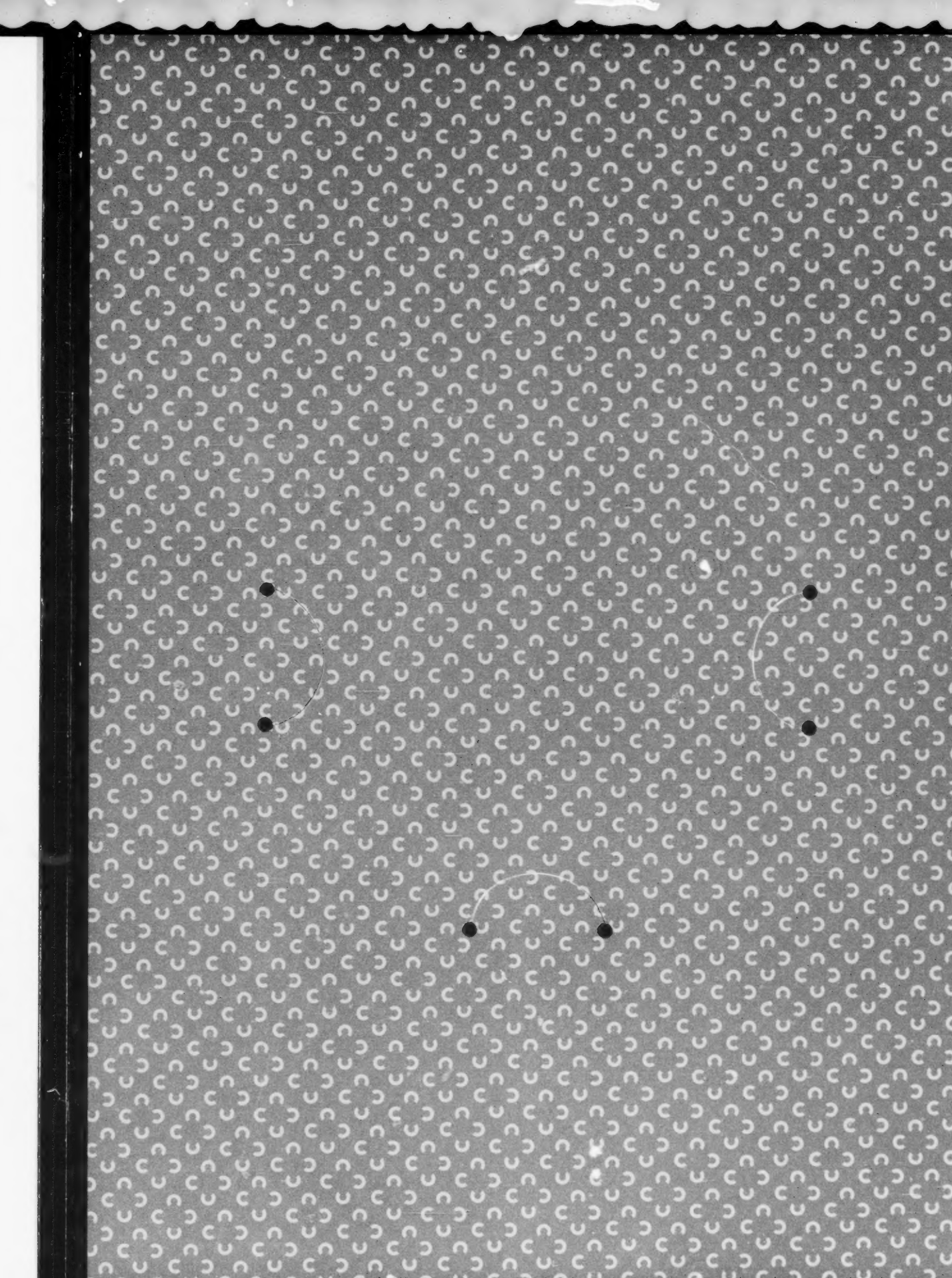
After seeking input from the CRB, Administration will prepare a list of potential RBRP members and present it to the Governance Committee, which will then make membership recommendations to the CRB.

PROCESS

Approximately four times each year, or more often if circumstances dictate, up to four RBRP members will be invited to attend a meeting of the CRB to provide guidance to CRB municipalities. At each meeting, the RBRP members will be asked for opinions on only one topic, to be prescribed by the CRB. Notice of the topic the RBRP members will be asked to address will be provided three weeks in advance of each meeting. Every attempt will be made to align the topic with the interests and expertise of the RBRP members asked to address it.

SUPPORT/RESOURCES

The RBRP will be assisted by the Administration of the CRB and will have a budget allocation to fund its expenses.

Examples of subjects upon which the RBRP may be asked to provide assistance are:

- Identification and prioritization of regional projects.
- Strategies for advocacy on behalf of the Capital Region.
- Identification of resources needed for implementation of the Capital Region Growth Plan.